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ABSTRACT

This 1978 Update of the California Postsecondary Education Commission's Five-Year Plan reports on the progress that has been made in addressing the issues raised in the original plan and the 1977 update. Among the issues discussed are: (1) equal educational opportunity; (2) state-level postsecondary education information system; (3) financing postsecondary education; (4) student financial aid; (5) tuition, fees, and access; (6) adult education; (7) educational and career counseling; (8) vocational education; (9) regulation of private vocational institutions; (10) evaluation of the effectiveness of postsecondary education; (11) accreditation; (12) basic skills deficiencies; (13) regional planning; (14) collective bargaining; and (15) stabilized, declining, and shifting enrollment. The appendices contain a listing of reports issued by the Commission, tables on actual and projected undergraduate student enrollment, and a list of proposed programs representing possible duplication. (SPG)

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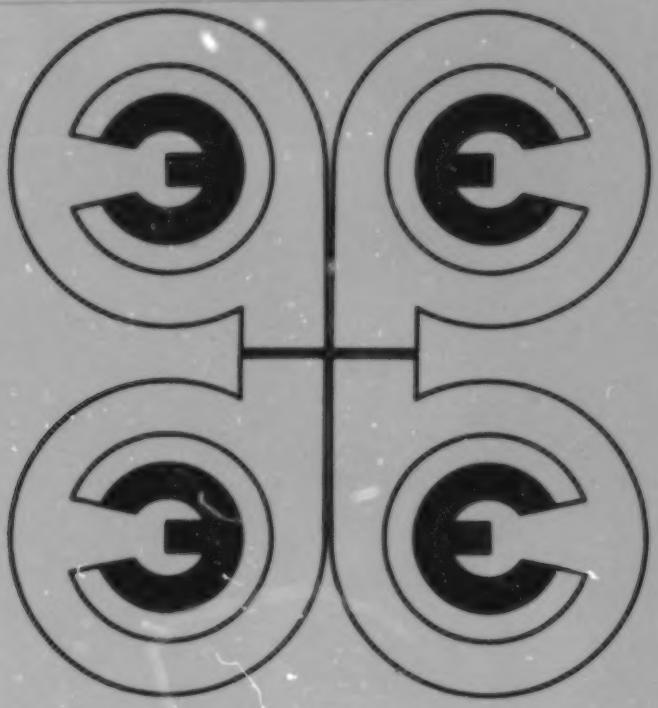

planning for postsecondary education in california: a five-year plan update 1978

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california postsecondary education commission

California Postsecondary
Education Commission

January 9, 1978

Resolution 2-78

Adopting
Planning for Postsecondary Education in
California: A Five-Year Plan Update, 1978

WHEREAS, The California Postsecondary Education Commission is directed in the Education Code, Section 66903 (1-3) to prepare a five-year State plan for postsecondary education and update it annually, and

WHEREAS, The Commission has, in extensive consultation with students, faculty, and all segments of postsecondary education, prepared this second update of the Five-Year Plan; now, therefore, be it

RESOLVED, That the California Postsecondary Education Commission approves Planning for Postsecondary Education in California: A Five-Year Plan Update, 1978 and authorizes the Director of the Commission to transmit this document to the Governor, Legislature, governing boards of the public education segments, and all other segments of postsecondary education.

Adopted
January 9, 1978

Commission Report 78-1
January 1978

PLANNING FOR POSTSECONDARY EDUCATION IN CALIFORNIA:

A FIVE-YEAR PLAN UPDATE

1978

January, 1978

Prepared by the

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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PREFACE

Postsecondary education, by definition, encompasses a wide variety of programs which provide formal instruction and associated educational services to persons who have left the compulsory education system (K-12). Of California's 14 million adults, 3 million are served each year by postsecondary programs supported by public revenues in excess of $3 billion. (This revenue total includes all federal, State, and local government funds to public and private institutions). An additional $2 billion for operating expenses is received by institutions from tuition, fees, and other sources (1974-75 HEGIS data).

The California Postsecondary Education Commission was created by the Legislature in 1973 to plan for and coordinate postsecondary education. A major Commission responsibility under this broad mandate (Education Code, Chapter 5.5) is to develop a five-year plan for all of postsecondary education, with that plan to be updated annually. In addition to its planning responsibilities, the Commission serves as a statewide clearinghouse for information on postsecondary education, coordinates the program and facility developments of the various educational segments to assure the best distribution of their services, and evaluates both programs and services when appropriate or required.

In line with its planning responsibilities, the Commission published its first Five-Year Plan for California postsecondary education in December 1975. The first Update of the Plan was published in February 1977. This 1978 Update reports on the progress that has been made in addressing the issues raised in the original Plan and in the 1977 Update. Among those issues were Equal Educational Opportunity, Regional Planning, Community Advisement Centers, Adult Education and Lifelong Learning, Community College Finance, Regulation of Private Vocational Institutions, and Basic Skills Deficiencies. The Commission issued reports and made policy recommendations on a number of these issues. (Appendix A contains a complete listing of Commission reports.) Other issues are still under study and the Commission's activities in these areas are reported in the "Progress Report" section of this Update.

Each issue identified in the Commission's Five-Year Plan and subsequent updates usually requires a special assignment of personnel and other resources by both the Commission and the various segments to address the problems involved. Since some fifteen issues and additional problems associated with program and facilities review have already been identified in the 1976 Plan and the 1977 Update, the Commission has sought to limit further expansion of the number of issues to be worked on until a successful resolution of

some of the current issues is achieved. Thus, the question of the proper role of the State and federal governments in postsecondary education (mentioned but deferred in the 1977 Update, page 27) and the perennial problem of intersegmental program articulation were considered during the process leading to the present Update, but have been deferred due to more pressing issues. The articulation issue in particular was deferred pending the outcome of a contracted study being done for the Articulation Conference to assess its own effectiveness. In addition, Commission staff will take a closer look at articulation during 1978 to determine the exact nature and extent of the problem. One other issue, that of academic and career advisement, surfaced late in the planning process and will be considered for inclusion in the next update. As noted below, however, two new issues have survived the consultation process and have been included.

The Commission interprets its planning responsibilities to include not only the identification of critical issues and a design for acting on them, but also the subsequent steps of: (1) monitoring the implementation of the recommendations from its Five-Year Plan, and (2) evaluating the changes that occur as a result of that implementation.

Reflecting this view of the statewide planning process, the 1978 Update which follows:

1. Reviews two major social forces influencing postsecondary education policy: (1) California's changing demographic profile, and (2) the State's continuing high rate of unemployment;

2. Introduces two new issues in California postsecondary education: (1) The Organization and Governance of Vocational Education; and (2) Faculty and Administrative Affirmative Action; and

3. Reports on the progress which has been made in implementing the planning recommendations set forth in the first Five-Year Plan and its 1977 Update.

I. PEOPLE, JOBS, AND POSTSECONDARY EDUCATION

The pressures of escalating enrollments and the demand for new programs and facilities which characterized postsecondary education in the 1960s have now subsided, but the need for careful planning and coordination of California's multi-segmental postsecondary education system remains as great as ever. Now, rather than wrestling with the problem of building classrooms, and even campuses, to accommodate ever-increasing numbers of new students, the State and its postsecondary institutions must deal with a more demanding task. This task requires the State to resolve competing social values: (1) the principle of open access to postsecondary education; (2) the expectation that each individual should have the freedom to select his/her occupation; (3) the desirability of having educated people employed in occupations appropriate to their training. The resolution of these values must take place within a context that recognizes the intrinsic value of education for the individual's intellectual and personal growth.

State-level policy makers face the additional responsibility of having to decide on the best uses of limited public resources when attempting to resolve these competing values. Limited resources inevitably place constraints upon the extent to which equal access to postsecondary education can be provided to every citizen in the State and upon the range of educational programs from which each person may select. Also, the condition of the employment market often suggests a direction that resource decisions should take, a direction that may conflict with the principles of open access or free choice.

Caught in the middle of this difficult situation are the racial and ethnic minorities in California who, for the most part, are significantly underrepresented 1/ in postsecondary institutions and suffer from high unemployment. Decisions at the State or segmental level which result in some limitation of access or in the limitation of free choice of programs have the compound effect of frustrating both the efforts to provide equal educational opportunities and the efforts to remedy the perennial high unemployment of these groups.

Two conditions are primarily responsible for the current planning dilemma that confronts postsecondary education: California's changing demographic profile and the State's continuing high rate of unemployment. Because both promise to remain important factors for postsecondary education for the foreseeable future, they require serious consideration in long-range educational planning. These

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1/ Equal Educational Opportunity in California Postsecondary Education, Part II, June 1977 (p. 19).

phenomena, of course, have broad economic and social implications, but the discussion which follows focuses on their meaning for education policy planning at the statewide level.

Population Changes and Educational Policy

There are three demographic trends in California that raise significant questions of educational policy:

1. The leveling off and eventual decline in the number of young adults (ages 18 to 24) during the twelve-year period, 1978-1990; 2/

2. The increasing number of adults aged 25 to 34 during that same period; 3/ and

3. The increasing proportion of ethnic minorities in the 18 to 35 age bracket. 4/

2/ According to the Department of Finance, Population Research Unit, the number of young adults in California between the ages of 18 to 24, will comprise a total of 2,793,807 as of July 1, 1978. As of July 1, 1990, this total will drop to 2,563,035.

3/ The Department of Finance projects that California adults between the ages of 25 to 34 will constitute a total of 3,826,717 as of July 1, 1978. As of July 1, 1990, this total will increase to 4,344,926.

4/ According to the U.S. Bureau of the Census, people of "Spanish" origin constitute a young population. In March 1975, 13 percent of all persons of Spanish origin in the United States were under 5 years old compared to 8 percent for the overall population. The median age for persons of Spanish origin in March 1975 was 20.7 years compared to 28.6 years for the overall population. (Bureau of the Census; Current Population Reports, Persons of Spanish Origin in the United States: March 1975, Table C.)

Furthermore, according to the State Board of Education, the total minority population in grades K-12 increased 5.2 percent between the years of 1967 to 1973, while the nonminority population decreased by 5.2 percent during the same period. (State Board of Education; Racial and Ethnic Distribution of Pupils and Staff in California Public Schools, Fall 1973, Table C.)

Of immediate importance, however, is the effect of the age distribution of undergraduates in public and private postsecondary institutions. The trend toward an increasingly older student body has been emphasized in previous Commission plans. (This trend is actually a product of the first two trends described above.) Figure 1, which is reproduced from the original Five-Year Plan, illustrates this dramatic change. Note especially the year 1980, when it is projected that the number of undergraduates aged 25 and over will equal or surpass that of those 24 years of age and under.

Many of the issues facing postsecondary education and discussed in this Update are directly affected by this demographic trend. For example, decisions about financing postsecondary education must take into account the older student population and the necessity of providing programs and services during times and at places available to working students. Student financial aid programs must be flexible enough to meet the needs of the older adult. Fundamental to every issue related to the growing demand of older adults for postsecondary education is the Commission's belief that educational needs demand an equitable response from the State regardless of the student's age.

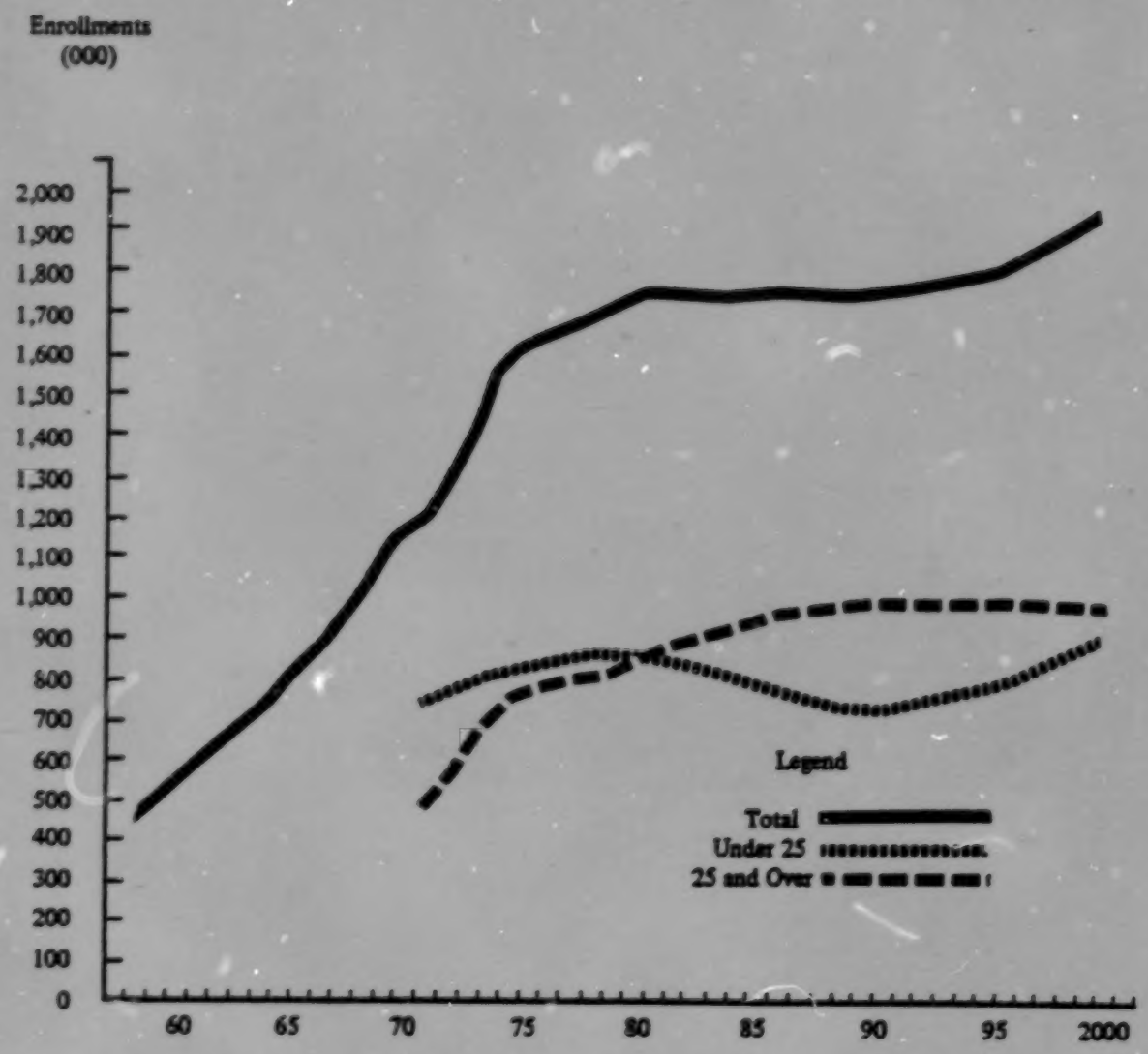
The third demographic trend cited--the disproportionate increase of ethnic minorities in California 5/--has been addressed in the Commission's two-part study of Equal Educational Opportunity. The immediate concern is that the State's efforts to increase the representation of ethnic minorities in postsecondary education have not kept pace with the increase in California's minority population. As an example, Chicanos, who now comprise approximately 17.5 percent of the State's population, are expected to comprise 25 percent by 1985. 6/ Yet, in 1976, Chicano students made up approximately 4.8 percent of the undergraduate student body at the University of California, and only 6.0 percent at the California State University and Colleges. Clearly, this current underrepresentation, even without the projected increase in minority population, demands a continued commitment of our energies and resources if we are to meet our statewide goal of equal educational opportunity.

5/ National Planning Association, Regional Economic Projection Series (Section 30, p. 67).

6/ Office of the Lieutenant Governor, Council on Intergroup Relations, Third World Population in California, 1977.

FIGURE I

AGE COMPOSITION OF ACTUAL AND PROJECTED UNDERGRADUATE ENROLLMENTS IN THE UNIVERSITY OF CALIFORNIA, THE CALIFORNIA STATE UNIVERSITY AND COLLEGES, AND THE CALIFORNIA COMMUNITY COLLEGES 1960-2000



Unemployment and Educational Policy

During the recession of the early 1970s, California, as well as the rest of the nation, was brought face-to-face with the apparent inability of our economy to productively employ a vast reservior of able, well-trained citizens who wanted to work. By 1975, months after the recession had "bottomed out," California's Employment Development Department was still reporting an average unemployment rate of 13.6 percent for nonwhites and 9.5 percent for whites. 7/ Although unemployment estimates have now declined--to 7.8 percent for Californians as a group and still considerably higher for minorities and young adults 8/--even this level of "oversupply" continues to raise serious questions in educational program planning.

In simple terms, the problem is this: One of the purposes of education is to prepare individuals for productive careers. In periods of high unemployment, as competition for jobs intensifies, this particular aspect of education tends to dominate student thinking. Student demand for vocational or professional programs which appear to offer good employment prospects produces excess enrollments and, in turn, more trained individuals than the employment market can absorb. In this situation, educational decision makers are faced with two alternatives: (1) continuing to prepare students for overcrowded fields; or (2) limiting admission to those particular fields, redirecting students to other programs.

In its 1977 Update the Commission endorsed the second alternative in committing itself to work more aggressively with the segments in an effort to curtail the proliferation of occupationally-oriented programs in fields where the need for additional workers cannot be demonstrated. 9/

7/ Department of Labor, Bureau of Labor Statistics.

8/ In 1976, the National Commission for Manpower Policy reported that "Nearly three of every ten nonwhites under the age of 25 who seek work cannot find it. This unemployment rate is almost double that for young whites." (Second Annual Report, National Commission for Manpower Policy, December 1976, p. 61).

9/ California Postsecondary Education Commission, 1977 Update, p. 116.

Recognizing the impossibility of achieving a perfect balance, the Commission's goal has not been to have the number of openings in a given occupational field correspond exactly to the number of persons trained to fill them. When serious imbalances develop in occupational supply and demand--such as those currently existing in a variety of fields--policy questions arise, of concern to all persons responsible for educational planning. Should public institutions, for example, continue to expand their offerings in certain fields, or even maintain them at present levels, if graduates of those programs are unable to find jobs? What is the effect of such limiting of occupational programs on faculty? Is it in the public interest to allocate resources to the training of students in the programs of their choice, even if such training threatens to increase supply and demand imbalances? Can the State effect a balance without restricting access and freedom of choice to an undesirable extent?

Even though these are complex questions with implications for many areas of educational policy, they become especially critical in program planning and review.

The Commission's role in academic and occupation program planning and review is guided by a series of principles which attempt to define the public interest as it relates to this activity. These principles and criteria, developed in consultation with the Intersegmental Program Review Council and approved by the Commission in February 1975, identify the considerations which are applied by Commission staff in the review of proposals for new programs. They include: (1) evidence of student demand; (2) evidence of employment opportunities; (3) number of existing programs; (4) costs; (5) concern for quality; and (6) advancement of knowledge. The program must also be appropriate for the segmental function as defined by the Master Plan. 10/

The Commission staff has not attempted to develop a formula weighting each of these factors according to some predetermined scale. Instead, the effort is to evaluate each proposal on its own merits and to arrive at a balanced judgment based on the quality of evidence presented in each of the categories. (It is worth noting that the Commission staff sees only those proposals that have made their way through a multi-level review process from campus to statewide administrative office. During this process, the proposal is being evaluated according to most of the same criteria employed by Commission staff.)

10/ California Postsecondary Education Commission, A Five-Year Plan for Postsecondary Education in California: 1976-81, pp. 60-61.

It is frequently the case that several principles come into conflict in a proposal for a new program. For example, there may be convincing evidence of student demand for a particular occupational program, but highly questionable evidence of job opportunities in that field. The Commission's principle relating to manpower (now termed "occupational") needs provides some guidance as to the kind of job market analysis that is appropriate for occupational programs:

> Manpower Needs: Postsecondary educational institutions bear a responsibility to fulfill societal needs for trained manpower and for an informed citizenry. Manpower projections at the appropriate local, state, or national level serve as a significant determinant of the need for an existing or proposed program. As a general rule, employment prospects for graduates constitute a more important consideration in those programs oriented toward specialized occupational fields; with certificate or associate degree programs, the local employment market tends to be more significant than in the case of graduate programs where the state and national manpower situation assumes more importance. . . 11/

In questionable cases, the Commission staff has proceeded on the assumption that the more narrowly focused the occupational training in a program proposal, the more persuasive must be the evidence of employment opportunities, especially if there are significant costs associated with offering the program. A proposed program in radiologic technology or veterinary medicine, for example, should present strong evidence of need for persons with this specialized training; a proposal for a bilingual teacher aide program requires somewhat less conclusive evidence of need because the curriculum is composed of a majority of general education courses, readily transferrable to degree programs in a wide range of fields; and degree programs in general education or liberal arts fields, designed not to prepare students for specific jobs but to develop knowledge and skills essential in a variety of career fields, require little, if any, job market justification.

While occupational information, which is available from the Employment Development Department (EDD) on a statewide and regional basis, is scant in some areas and is not completely reliable, this information is the best that is currently available. Consequently, the Commission on occasion has given considerable weight to labor market information from EDD in advising against initiating new

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11/ Ibid.

programs (or continuing existing programs) in fields which are currently oversupplied with trained personnel. Within the past two years, for example, the Commission has recommended against new or expanded programs in dental technology, veterinary medicine, law, and marine science. As student demand for occupational programs with limited employment opportunities expands, which it tends to do in a tight job market, the likelihood increases that more programs will become "rationed," making the need for more accurate occupational information acute.

The responsibility for remedying the lack of better occupational information is one shared by government, business, industry and education. Research is needed to discover more satisfactory methods of estimating occupational needs. In addition, the State must place greater emphasis upon the development of an adequate occupational information system, as the Commission and several vocational education agencies have recommended. With improved occupational information, a number of benefits to individual students and to the State as a whole would accrue. For example, better career guidance information would enable students to plan their education more effectively. In human terms, the disappointment and wasted resources associated with selecting a career with poor employment opportunities could be substantially diminished. The State, for its part, could avoid the oversupply of specialized personnel in many costly occupational areas by being better informed about long-term employment trends in these occupations.

The Commission supports the initial steps taken in the State to develop the California Occupational Information System and will continue to cooperate in providing COIS with appropriate information which the Commission routinely collects from postsecondary education institutions in the State.

> The Commission advises the Legislature and the Governor to assign high priority to providing better occupational information, which is essential to more informed occupational choices by students, more judicious program planning by educational institutions, and more effective economic planning by various agencies of State government.

In light of the demographic and economic trends discussed above, the central question for postsecondary education becomes one of whether to continue preparing students for overcrowded fields (based on the high student demand for such training), or to restrict the growth of new or existing programs in these overcrowded fields (based on the best occupational information available). The Commission's position as previously discussed, has been to work toward curtailing "the proliferation of occupationally oriented programs in fields where

the need for additional workers cannot be demonstrated" (1977 Update, p. 116). However, such a policy raises serious questions of equity in terms of freedom of choice and access to programs for all students, and in terms of the effects of such a curtailment upon minority representation in the restricted programs in the related field of employment.

> The Commission recommends that the various questions surrounding its policy on occupational program review be thoroughly discussed during the coming year, toward the end of either affirmation of its existing policy (with appropriate provision for equity in the representation of minorities) or development of a new policy on review of occupational programs.

Related to the questions of equity and access is the question of State support for students to take occupational programs in private schools when those programs have been restricted in the public institutions. The limiting of growth in public occupational programs can lead to increased student demand for the programs in private schools. The Student Aid Commission (under its enabling legislation, Section 61600 of the Education Code) currently restricts its awarding of Occupational Education and Training Grants to students enrolling in "manpower short" occupational programs; however, in determining these areas of need the Student Aid Commission has tended to operate independently from the Postsecondary Education Commission and the segments of postsecondary education. There is, as a result, the possibility that the Student Aid Commission might inadvertently be working at cross purposes with the Commission and the segments.

> The Commission recommends cooperation between the Student Aid Commission, the Postsecondary Education Commission, and the segments in determining "manpower short" and oversupplied occupational areas toward the end that State-level program approval and student aid decisions are consistent and mutually supportive.

The Commission is working on several fronts to assist the State in resolving the disjunction between the labor market and educational program planning. Past efforts in cooperation with the segments to identify program areas where some curtailment of activities might occur are further discussed in Part IV of this Update. A new issue relating to the governance of vocational education is discussed in Part II. In connection with its continuing concern for better planning at the regional level and better interagency coordination at the State level, the Commission has set out concrete proposals discussed under the topics Regional Planning and Vocational Education in Part III.

In summary, the Commission stresses the fact that the long-term problems discussed here affect one of the most basic expectations of our citizens: that each individual will have the opportunity to be educated for and employed in an occupation or career which enhances his or her quality of life. Making this expectation a reality--if that is possible--will require significantly more imagination, energy, and resources than are currently being employed. It will require, as well, the best cooperative efforts of State government, the business and industrial communities, and our public and private educational systems.

SUMMARY OF RECOMMENDATIONS

The Commission advises the Legislature and the Governor to assign high priority to providing better occupational information, which is essential to more informed occupational choices by students, more judicious program planning by educational institutions, and more effective economic planning by various agencies of State government.

The Commission recommends that the various questions surrounding its policy on occupational program review be thoroughly discussed during the coming year, toward the end of either affirmation of its existing policy (with appropriate provision for equity in the representation of minorities) or development of a new policy on review of occupational programs.

The Commission recommends cooperation between the Student Aid Commission, the Postsecondary Education Commission, and the segments in determining "manpower short" and oversupplied occupational areas toward the end that State-level program approval and student aid decisions are consistent and mutually supportive.

II. NEW ISSUES FACING POSTSECONDARY EDUCATION

The Organization and Governance of Vocational Education

BACKGROUND/STATUS

The Commission defines vocational or occupational education as organized programs from the eleventh through fourteenth grades which, by developing appropriate job skills, prepare individuals for employment. This definition also encompasses retraining for, or continuing education in, occupations that do not require a baccalaureate or advanced degree.

During all of 1977 perhaps no issue in postsecondary education received as much attention in State circles as did vocational education. Spurred on by the introduction of a bill into the Legislature (SB 1028, Dills) which would have substantially altered the form of governance of vocational education in California, a number of State agencies and segmental staffs have been examining the centralized functions of governance, planning, and coordination to determine if the present arrangement should be continued or modified.

In California a vast public vocational education enterprise--encompassing K-12, adult schools, regional occupational programs, and community colleges--is governed by the State Board of Education which is designated in law as the single State agency for vocational education. The designation of a single State agency is required by federal law in order to ensure California's eligibility for federal vocational education funding. This eligibility allows the State to receive $50 million a year in federal funds to augment the State's annual investment in vocational education of over $500 million. Significantly, governance procedures in vocational education have evolved to conform to federal requirements, rather than to the State's need for governance, even though the State supplies ten times as much support for these programs as does the federal government.

The State Board of Education complies with federal requirements for a State Plan for Vocational Education and for the apportionment of the federal funds through the work of another entity, the Joint Committee on Vocational Education, to which it has delegated this responsibility. This committee is made up of an equal number of members of the State Board of Education and the Board of Governors of the California Community Colleges.

The Commission has determined that within the State there is considerable dissatisfaction with this arrangement, but that much of the dissatisfaction cannot be clearly articulated or rationalized by those who feel it. In evaluating the current status of vocational education the Commission has determined that although some criticisms of the present state of vocational education are not really reflections on governance, there is nevertheless ample reason to be concerned about the function of governance.

The Commission has found inherent weaknesses in the present structure of governance:

1. The current designation of the State Board of Education as the single State agency for vocational education, and the designation of a member of the staff of the Department of Education as the State Director of Vocational Education, do not properly take into account the fact that the community colleges carry out much of the total vocational education program.

2. The Joint Committee on Vocational Education, to which the State Board of Education has delegated responsibilities for vocational education, is composed solely of members who have partisan concerns for the interests of the segments they represent, interests which may not coincide with public concerns in vocational education.

Before attempting to identify a better approach to governance, the Commission developed a set of principles through which such a judgment could and should be made. In September of 1977 the Commission proposed that:

1. Any governance arrangement should be broadly representative of the general public, the world of work, and the educational system.

2. No unnecessary levels of bureaucracy should be created either within or in addition to existing organizations by any change in governance. This is not to say, however, that there cannot be some rearrangement and even modest additions of staff.

3. Vocational education should not be isolated further from the mainstream of general education by any new arrangement of governance.

4. Any changes in governance should be made with a minimum of disruption of the administrative functions which routinely must be carried out.

5. Any new governance arrangement should enhance the planning, coordination, and the participation of all levels and segments of vocational education, including the private vocational schools and the four-year institutions, as well as enhancing the relationship of statewide and regional organizations engaged in planning and coordination.

6. Any new governance arrangement should have the responsibility for planning and coordinating the entire vocational education sector including those programs funded by the State as well as those funded jointly by the State and federal government through the federal Vocational Education Act.

After adopting these principles the Commission examined several proposals on governance which were being made by various agencies. Finding no proposal which conformed to the principles it had outlined, the Commission in December of 1977 adopted its own proposal for governance of vocational education.

This proposal calls for the creation of an 11-member board for vocational education which would be designated as the single State agency for purposes of eligibility for federal support, as well as for State planning and coordination purposes. This board would be made up of three members from the State Board of Education, three members from the Board of Governors of the California Community Colleges, and five public members--one each from organized labor, business and industry, agriculture, the private vocational school segments, and the CETA Advisory Council. The board would have an executive director and a small professional staff.

The functions of this board would include disbursing federal vocational education funds, developing annual and five-year State plans, coordinating various support activities, providing leadership to and advocacy for the vocational education community, and serving as a clearinghouse for what is going on in California and the nation in vocational education. Administrative responsibilities for vocational education programs would remain in the Department of Education and the Chancellor's Office of the Community Colleges.

CONCLUSIONS/RECOMMENDATIONS

The Commission has moved progressively through a process of identifying weaknesses in the existing mechanism of governance of vocational education, the development of a set of principles through which a better alternative may be identified, the evaluation and

ultimate rejection of several alternative proposals, and the creation and adoption of its own proposal for governance.

In related matters, elsewhere in this Update the Commission reiterates its earlier call for the expansion of function of the Regional Adult and Vocational Education Councils (RAVECs), and better linkage of these councils to State-level coordination (Part III, page 57). The Commission also restates its earlier position relative to the need for an interagency staff council in the vocational education area, and modifies this position to call now for the expansion of the State Planning Committee to include representatives from private vocational education institutions (Part III, page 58).

Faculty and Administration Affirmative Action

BACKGROUND/STATUS

In 1975, the Commission adopted the following as one of its major goals for California postsecondary education:

> Work toward achieving an equitable participation of ethnic minorities and women in administrative, faculty, and staff positions in postsecondary education institutions. (A Five-Year Plan for Postsecondary Education in California: 1976-81; page 15.)

Since that time, there has been considerable discussion nationwide regarding the status of faculty and administrative affirmative action. Despite federal legislation mandating equal employment opportunity--such as Title VII of the Civil Rights Act of 1964, the Equal Pay Act of 1963, and Title IX of the Education Amendments of 1972--and numerous State and local laws regarding discrimination in employment, it appears that women and minorities are still greatly underrepresented in faculty and administrative positions in postsecondary institutions. Several recent national studies confirm both the underrepresentation of women and minorities and their unequal earnings. In June 1977, the College and University Personnel Association (CUPA) published a major study entitled Women and Minorities in Administration of Higher Education Institutions: Employment Patterns and Salary Comparisons. Among the study's findings were the following:

- The large majority of people holding the 52 administrative positions studied were white men. White men held about 79 percent of the administrative positions at the survey

institutions, white women held 14 percent, minority men held 5 percent, and minority women held under 2 percent.

- Minority women, with 25 percent of the administrative posts in minority institutions, were almost twice as well represented as were white women at white coeducational colleges with only 14 percent of the administrative posts, indicating that administrative employment patterns are less related to sex at minority institutions than at white institutions.

- At all institutions, men dominated the chief executive positions holding 96 percent of the posts at both white coeducational and minority institutions, 69 percent at white women's colleges, and 100 percent at white men's colleges.

- Job concentration was much greater by sex than by race. The job concentration of women (both white and minority) tended to be much greater than that of white men and somewhat greater than that of minority men.

- The affirmative action/equal employment officer was the only position included in the survey which had a sizable representation of all four race and sex groups.

- Almost half of all the minority men and women holding administrative positions in the survey institutions were employed by the 36 minority institutions. The other half were employed by the 1,001 white institutions.

- Salary differentials were more consistently related to sex than to race.

- Women, both white and minority, were paid only about 80 percent as much as men with the same job title when employed by the same type of institution.

- In contrast, though employed predominantly in the lower-paying positions, minority men were generally paid about as much as white men holding the same job title at the same type of institution.

- Of those serving as affirmative action officers, men were paid more than women.

In terms of representation as faculty members, a recent study by the Women's Equity Action League (WEAL) under a grant from the Ford Foundation indicated that:

> The percentage of women on faculties, at all levels, at all kinds of institutions, has crept upward at a painfully slow rate over the last couple of years. In 1974, women were 23.8 percent of full-time faculty, according to government figures . . . Latest HEW statistics estimate women as slightly over 25 percent of the 1976-77 faculty.

Other major findings of the WEAL study include the following:

- In general, fewer new people are being hired in academia. The number of full-time faculty increased by only 2.1 percent or 7,715 persons, during the one-year period between 1974-75 and 1975-76. The gain included more men (4,151) than women (3,564). But relative to their numbers in 1974-75, employment of women increased by 4 percent while men increased by only 1.5 percent.

- Five years ago Ostin and Bayer reported that women full professors made an average of $1,700 less than their male counterparts. That gap has widened to $2,316 according to 1976-77 salary figures from HEW.

- For women science and engineering Ph.Ds in general (not only recent graduates), the unemployment rate is higher than for men: 3 percent for women in 1975, 0.8 percent for men.

- In 1975, women Ph.Ds in science made about $4,500 less than their male counterparts. Women doctoral engineers earned about $4,000 less than male engineers.

- In the humanities and social sciences, where women graduates predominate, beginning salary offers for women in 1976 were about 10 percent lower than for men, according to the College Placement Council.

> (Facts About Women In Higher Education, WEAL Fund, July 1977.)

In terms of the representation of ethnic minorities on faculties, the Carnegie Council reports that "minority groups have been much more sparsely represented on faculties than have women, and data relating to them are considerably less adequate" (Making Affirmative Action Work in Higher Education, 1975). The data that the Carnegie Council quotes are the results of faculty surveys conducted by the American Council on Education in 1968-69 and 1972-73, and show:

. . . slight increases in the relative representation of minority groups between the two years . . . The 1972-73 data indicated that minorities comprised about 5 percent of all faculty members.

In the Spring of 1975, the Carnegie Council undertook a survey of affirmative action policies of colleges and universities. While the sample was biased toward larger campuses ("more likely to be covered by federal requirements for affirmative action"), the data on minority representation suggested the following:

- The overall percentage of minorities among faculty members was about the same as revealed by the ACE data for 1972-73 (5 percent), but the pattern of variations among types of institutions differed from that for women. Percentages of minorities among faculty members were slightly higher in Research Universities I than in other groups of institutions, but the differences were not large enough to be statistically significant. Furthermore, among those institutions that provided data for specific minority groups, Asians tended to explain the larger percentages of minorities in prestigious universities, which are more likely to have medical schools and specialized science departments, where Asians are frequently found.

- The percentages of minority faculty members who were women did not differ appreciably from the percentages of nonminority faculty members who were women, but this meant, in the light of the small proportions of minority faculty members overall, that the number of minority women was extremely small in many institutions.

(Making Affirmative Action Work in Higher Education, Carnegie Council, 1975.)

CONCLUSIONS/RECOMMENDATIONS

Given such statistics at the national level, it is now important to determine how well California postsecondary institutions are doing. With the passage this year of AB 105 (Hughes), the impetus has been provided for a full-scale study of the representation and utilization of women and ethnic minorities as faculty and administrative employees in California postsecondary institutions. While the Budget Conference Committee of the Legislature has in past years requested information from the University of California and from the State University and Colleges regarding the representation of minorities and women in their respective work forces, it is now

the intent of the Legislature to regularize this reporting process and develop comparable data among the institutions.

To this end, the Commission has been instructed to collect data relating to the employment, classification, and compensation of women and ethnic minorities in the three public segments. The federal EEO-6 form, which the institutions file with the Commission biennially, will provide the basis for this data collection. While the segments are to provide narrative evaluations of both the patterns of underutilization and their respective affirmative action employment programs, the Commission will analyze the data and the segmental evaluations and will report the results to the Governor and Legislature on March 1, 1980, and every two years thereafter until and including 1984.

In addition to doing this equal employment opportunity report, the Commission has been instructed to develop and maintain a registry of the names and qualifications of women and minorities who are available for employment in academic and administrative positions in higher education. The registry is to be reviewed and updated every two years and is intended to complement the more extensive affirmative action efforts of the institutions.

III. PROGRESS REPORTS ON THE 1976 AND 1977 ISSUES

In the first Five-Year Plan and the 1977 Update, the Commission identified fifteen priority issues facing California postsecondary education. This section of the 1978 Update is a progress report on Commission, segmental, and/or legislative activities related to those issues.

The planning issues themselves are in various stages of resolution. The Commission has completed studies of some issues, final reports have been published, and appropriate legislation has been enacted, as is the case with Regulation of Private Vocational Institutions. Other issues, such as accreditation, are only now entering the study phase. Therefore, reports on individual issues reflect varying stages of progress, essentially providing "snapshots" of where the Commission is in resolving the issues. As the Commission's planning proceeds, a more extensive evaluation of the progress achieved on each issue can be expected.

To provide continuity with the first Five-Year Plan and the 1977 Update, the recommendations from those two documents are included (underlined) at the beginning of each issue. Recommendations that are closely related or that affect the same aspect of an issue are grouped and discussed together under that issue.

The following chart entitled, "Progress Report at a Glance," gives a brief overview of the progress made on the various issues and recommendations.

PROGRESS REPORT AT A GLANCE

Issues/Projects	Origin 1st Plan	Origin 2nd Plan	Status
1. EQUAL OPPORTUNITY: ACCESS AND RETENTION			
a. Establish a statewide EEO program for minorities and women (study).	X		First staff report adopted by the Commission April 1976. Second report adopted June 1977.
b. Implement recommendations of first CPEC EEO report.		X	Partially accomplished. Segmental plans to address the recommendations are being analyzed and will be discussed in EEO Part III.
c. Each segment must develop criteria for evaluating its progress on EEO.		X	Segmental responsibility. Will be discussed in EEO Part III.

PROGRESS REPORT AT A GLANCE

Issues/Projects	Origin 1st Plan	Origin 2nd Plan	Status
d. Each segment should involve representatives of underserved groups in design of support services.		X	Segmental responsibility. Will be evaluated in EEO Part III.
e. Develop a plan to meet needs of handicapped students.		X	Partially accomplished pursuant to ACR 201.
f. Work with segments to meet the needs of the aging in PSE.		X	Several activities underway in this area including segmental programs funded by CPEC under Title I.
g. Segments should assess needs of and design support services for underserved groups (with other agencies).		X	Segmental responsibility. Will be evaluated in the AB 201 study.
h. Segments should seek appropriate student involvement in all aspects of planning for EEO.		X	Segmental responsibility. Will be discussed in EEO Part III.
i. CPEC should report annually on segmental progress on EEO.		X	On-going responsibility; accomplished for 1976 and 1977.
2. STATE-LEVEL INFORMATION SYSTEM			
a. Use HEGIS forms to create system files.	X		Initial files accomplished. On-going CPEC responsibility.
b. Develop computerized data base.	X		On-going CPEC responsibility.
c. Develop directory/index system for data.	X		Partially accomplished.
d. Develop reference library.	X		Accomplished; additional documents are being added monthly.
3. FINANCING POSTSECONDARY EDUCATION			
a. Improve procedures for financing community colleges (study).	X		Staff report adopted by the Commission June 1977.
b. Develop a process for evaluation of segmental budget requests within the context of the CPEC Five-Year Plan.	X		Has been implemented as part of the Commission's annual segmental budget review process.
c. Determine financial needs of independent institutions (study).	X		The consultant's report was published July 1977; staff report should be out in early 1978.

PROGRESS REPORT AT A GLANCE

Issues/Projects	Origin 1st Plan	Origin 2nd Plan	Status
4. STUDENT FINANCIAL AID			
a. Assess effectiveness of student financial aid programs.	X		On-going activity with the Student Aid Commission.
b. Work with the Student Aid Commission to provide financial aid for part-time external degree students.		X	Student Aid Commission has developed new policies regarding aid for part-time students.
c. Work with the Legislature to provide funding for external and extended degree programs of UC and CSUC.		X	The Commission has supported segmental budget requests for such funding, but the requests were not ultimately funded in the State budget.
5. TUITION, FEES AND ACCESS			
a. Conduct a study of tuition/fees policies in the three public segments		X	While not directly addressed in a separate CPEC study, this question has been partially addressed in the Financial Support for California Community Colleges study (June '77), and in our analysis of the '77-78 University of California budget proposal.
b. Analyze impact of public segments tuition/fees policies on private institutions.		X	While not directly addressed in a separate study, this question will be partially addressed in the Financial Conditions of Independent Institutions study, due in early 1978.
6. ADULT EDUCATION/LIFELONG LEARNING			
a. Determine extent and nature of adult education programs in all segments of PSE.	X		Collection of this information is an on-going CPEC responsibility.
b. Inventory adult education offerings of business, government, military, etc.	X		A staff paper has been produced on this topic.
c. Assess present structure and coordination of adult education programs and make recommendations (study).	X		Study currently underway. Interim report submitted to the Commission June 1977.
d. Assess system of financing adult education and make recommendations (study).	X		Staff report adopted by the Commission February 1976.
e. Complete a study of alternate methods of financing lifelong learning.		X	A study in this area is projected for the latter part of fiscal year 1977-78.

PROGRESS REPORT AT A GLANCE

Issues/Projects	Origin 1st Plan	Origin 2nd Plan	Status
f. Determine adequacy of opportunities for counseling and validation of prior learning.		X	Partially accomplished. Symposium held on topic November 1976; proceedings available.
7. EDUCATIONAL AND CAREER COUNSELING			
a. Provide access to educational and career counseling (study).	X		Staff report adopted by the Commission February 1976. Legislation resulting from report passed the Legislature but was vetoed by the Governor.
8. VOCATIONAL EDUCATION			
a. Establish staff level interagency planning council for vocational education.	X		Action deferred pending review of the success of the RAVECs, and further legislative development regarding governance of vocational education.
9. REGULATION OF PRIVATE VOCATIONAL INSTITUTIONS			
a. Determine nature and extent of private vocational sector of PSE.	X		Partially accomplished; updating of this information is an on-going CPEC responsibility.
b. Assess the effectiveness of laws regulating private postsecondary institutions.	X		Staff report adopted by the Commission July 1976. CPEC-sponsored legislation adopted (AB 911, Arnett). In three years CPEC will re-evaluate the provisions of this law.
10. EVALUATION OF THE EFFECTIVENESS OF POSTSECONDARY EDUCATION			
a. Implement criteria for evaluation of effectiveness of PSE.	X		On-going CPEC responsibility.
b. Complete Through the Open Door study.	X		Final report adopted by the Commission in February 1976. Recommendations currently being implemented by the Community Colleges.
11. ACCREDITATION			
a. Conduct comprehensive study of issues surrounding accreditation.		X	Commission staff will begin this study in late 1977, with the report to be completed by December 1978.

PROGRESS REPORT AT A GLANCE

Issues/Projects	Origin 1st Plan	Origin 2nd Plan	Status
12. BASIC SKILLS DEFICIENCIES			
a. Act as a catalyst during 1977 and 1978 to examine existing and proposed programs to address this problem.		X	Staff paper produced. Additional activities will be undertaken in the coming year.
13. REGIONAL PLANNING			
a. Design a structure for regional planning (study).	X		Staff report adopted by the Commission February 1976. Legislation resulting from report passed the Legislature but was vetoed by the Governor.
14. COLLECTIVE BARGAINING			
a. Monitor all collective bargaining legislation.	X		On-going CPEC responsibility.
b. Develop a series of assumptions on which collective bargaining can be based.	X		Accomplished (not adopted).
c. Establish clearinghouse for information on collective bargaining contracts.	X		For reasons indicated in the 1977 Update, the Commission is not involved in this activity.
15. STABILIZING, DECLINING, SHIFTING ENROLLMENTS			
a. Analyze effects of enrollment dynamics and nonenrollment-driven funding procedures on State support for PSE.		X	This issue is regularly considered as staff does program and facilities review, and also in special studies.
b. Examine enrollment effects on funds for instructional innovation.		X	No separate study is projected for Fiscal Year 1977-78.
c. Study and report on potential consequences of collective bargaining and reductions-in-force legislation.		X	No separate study is projected for Fiscal Year 1977-78.

ETHNIC MINORITIES, WOMEN, AND LOW-INCOME STUDENTS

- Establish a statewide intersegmental equal education opportunity program in academic, support services, and public service areas in order to increase the access of ethnic minorities and women to postsecondary education institutions. (1976 Plan)

- In conjunction with the Commission, the public segments should implement the recommendations adopted in the Commission's report, Equal Educational Opportunity in California Postsecondary Education (April 1976). (1977 Update)

- As requested in ACR 151, each segment should develop appropriate goals, objectives, and criteria for evaluating its progress in overcoming the problems of access and retention of minorities, the economically disadvantaged, and women. (1977 Update)

- Each segment and institution should involve representatives of the underserved and underrepresented groups in the determination and design of support services to meet their specific needs. In their 1977 reports to the Commission regarding ACR 151, the segments should also indicate the method by which these representatives will be involved (e.g., an advisory committee, representatives on the regular planning committee, etc.). (1977 Update)

- The segments should work with each other, with the Commission, and with appropriate State and local agencies in assessing the needs of and designing support services for the underserved groups. Cooperative and intersegmental approaches to problem solving will be encouraged by the Commission. (1977 Update)

- The Commission and the segments should seek appropriate student involvement in all aspects of planning for equal educational opportunity. (1977 Update)

- The Commission should report annually to the Governor and the Legislature on the segments' progress in overcoming the problems of access and retention of the underrepresented groups. (1977 Update)

The State's policy, as outlined in Section 22521 of the Education Code, affirms the right of all capable and motivated residents of California to enroll in an institution of "higher education" and to continue in such an endeavor as long as is needed to meet academic standards and institutional requirements. However, as formally recognized by the Legislature in Assembly Concurrent Resolution 151, Resolution Chapter 209 (1974), ethnic minorities, women, and low-income students are underrepresented in California's public postsecondary institutions. Accordingly, the Resolution requested that the public segments submit plans designed to overcome underrepresentation by 1980 to the California Postsecondary Education Commission. In turn, the Commission was requested to integrate and transmit these plans to the Legislature as the basis upon which to develop a statewide student affirmative action plan.

As noted in the Commission's April 1976 report, Equal Educational Opportunity in California Postsecondary Education: Part I, the first plans submitted by the segments were inadequate in meeting the legislative request outlined in ACR 151. Consequently, during the initial stages of Part II of the report, the Commission, and the three public segments, developed a common format to be used by the segments in reporting on the progress made in overcoming underrepresentation and in once again preparing their student affirmative action plans. Essentially, this format incorporated and expanded upon Recommendations I, III, and IV in Part I of the equal educational opportunity report. 1/ In brief, in preparing their plan, the segments were requested to provide the following:

1. A clear discussion of the nature of the problem of underrepresentation, as well as the development of planning goals and a timetable for achieving those goals.

2. An inventory of all present outreach and support service programs including as a minimum, the following information about each program: purposes; clientele (target population, number of participants, criteria for selection); services provided; and financing (annual cost, major source of funds, distribution of funds, cost to students).

1/ Recommendation I reiterated the need for cooperation between Commission and segmental staffs in developing a comprehensive statewide student affirmative action plan. Recommendation III and IV requested that the segmental plans provide an inventory of support services for women, ethnic minority, and low-income students, as well as a tentative budget for new student affirmative action programs and activities.

3. A plan and schedule for implementing similar outreach and support service programs on campuses where needed and appropriate.

4. An inventory of all programs which seek to sensitize administrative and teaching staff to the problems of underrepresented students and/or to promote a more effective academic program for low-income ethnic minority, and women students.

5. A plan and schedule for implementing similar institutional professional involvement programs on campuses where needed.

6. Provisions for periodic review and evaluation of outreach, support service and professional involvement programs.

7. An evaluation of present admissions criteria and an examination of alternative admissions criteria.

8. A review and evaluation of financial aid policies.

9. Budget and cost estimates for all current and proposed activities.

The segments were requested by the Commission to submit their plans by August 1, 1977. Commission staff is now evaluating the plans submitted and will forward them to the Legislature and the Governor during 1978, with appropriate recommendations to the Legislature, the public segments, and other concerned agencies.

Part I of Equal Educational Opportunity in California Postsecondary Education also recommended that the segments develop and expand innovative efforts to identify and contact prospective students from traditionally underrepresented groups, and that the segments consider the merits of cooperatively developing and implementing such efforts.

The Commission requested that the segments include in their 1977 reports a detailed account of innovative efforts to identify traditionally underrepresented groups. At the same time, campus visits by Commission staff, as well as reports from various campuses, give evidence of substantial progress in this area. Increasingly, individual departments--often funded by private sources--are seeking to identify qualified ethnic minorities, women, and low-income students. For the most part, these efforts are conducted within the context of EOP/EOPS activities.

Activity at the systemwide level has also increased, especially within the California State University and Colleges and the University of California. A main component of the University's Student Affirmative Action Program, is the Early Outreach Program, which is designed to supplement the activities of campus Educational Opportunity Programs. Realizing the need for motivating low-income and/or minority students as early as possible, the Early Outreach Program focuses on students at the junior high school level. In 1975-76, the University allocated $54,000 of its own funds for the Program; in 1976-77, the University allocated $462,000.

In the spring of 1977, Chancellor Dumke created the California State University and Colleges Task Force for Student Affirmative Action. One of the charges to the Task Force is to recommend the implementation of innovative student affirmative action activities. The Task Force is expected to submit its first report to the Chancellor in November of 1977. The first report will address itself to recommending ways in which the State University system can strive to overcome underrepresentation through access and admissions procedures. Chancellor Dumke has also established a Committee on Alternative Admissions Criteria whose primary charge is to develop alternative admissions criteria to increase access for nontraditional students. As of September 1976, the Committee had received and approved alternative admissions proposals from seven campuses.

At the present time, intersegmental cooperation in identifying and contacting prospective ethnic minorities, women, and low-income students is a somewhat ad hoc process, with the impetus generated at the campus level rather than by the systemwide offices. Two excellent examples of such intersegmental and regional ventures are the South Coast EOP/S Consortium and Raza Administrators and Counselors in Higher Education (RACHE). The former is a voluntary organization of EOP/S directors committed to expanding educational and professional opportunities for minorities and/or disadvantaged students. The Consortium seeks to achieve its goal by (1) improving the admissions and financial aid process for minority and disadvantaged students, (2) joint campus visitations to secondary schools and other community agencies, and (3) more effective information exchange between community colleges and universities. As with the Consortium, RACHE's goal is to overcome underrepresentation of Chicano students in the public segments through similar means.

A final recommendation in Part I of the report on equal educational opportunity focused on the need for the segments to develop by 1977 a common format for reporting student ethnicity data. This particular recommendation resulted from the difficulties encountered in assessing student affirmative action progress--both intersegmentally

and intrasegmentally--because of inconsistencies in segmental data collection.

Beginning with the Fall 1976 term, the California Postsecondary Education Commission is collecting comparable ethnicity data (via the use of comparable terminology) in computer format for the University of California and for the California State University and Colleges.

Information on ethnicity which is collected biennially on the "Higher Education General Information Survey, Opening Fall Enrollment and Compliance Report" is available for the University of California, the California State University and Colleges, and the California Community Colleges. Although the Higher Education General Information Survey format used in reporting ethnicity information is comparable among the three public segments, the definitions and methodology used by the California Community Colleges differs slightly. An additional difficulty is that although the campuses must report student ethnicity data to the State and federal governments, they can only request the students to voluntarily provide the data. On some campuses, 20 percent to 60 percent of the students do not respond to the survey of ethnicity. A greater effort should be made to encourage increased student response to the survey.

In addition to requesting that each public segment submit a Student Affirmative Action Plan, ACR 151 also requested that the segments submit annual progress reports to the Commission. In turn, the Commission is to report annually to the Legislature with an evaluation of segmental progress and with recommendations for overcoming underrepresentation of ethnic minorities, women, and low-income students.

As noted above, the Commission approved its first such report to the Legislature in April of 1976. In June 1977, the Commission approved Part II of Equal Educational Opportunity in California Postsecondary Education. Part II offered the conclusion that since 1973, despite considerable effort by the segments, little significant progress has been made in overcoming underrepresentation. This lack of progress was attributed both to internal barriers within the segments, as well as to external barriers beyond their control.

In addition to the present degree of underrepresentation and to barriers preventing adequate representation, Part II focused on developing multiple-comparison bases for measuring segmental progress; assessed present trends in access, distribution, and persistence of ethnic minorities and women; noted past and present segmental student affirmative action activities; and presented a

review of Bakke v. Board of Regents, University of California, with special emphasis on professional school admissions alternatives available to the University.

All seven recommendations in Part II referred to specific topics within the realm of student affirmative action and were in the form of requests for further information. The rationale behind recommendations of this nature was twofold: (1) Commission staff felt that it would be inappropriate to make policy-oriented recommendations to the public segments and the Legislature since the segments still needed to assess their own progress; and (2) in asking for further information within specific topic areas, staff assumed segmental attention would consequently be directed towards those areas particularly debilitating to student affirmative action efforts. Thus, the segments were requested to address themselves to the issues of: providing adequate child care facilities to meet campus needs; assessing the impact of a full-time attendance policy upon underrepresented groups (this recommendation was applicable only to the University of California); and instituting procedures designed to overcome the numerous problems involved with the collection of student ethnicity data. The remaining three recommendations dealt with the Commission working with the public segments and other concerned agencies on various specific issues. The issues included bilingual-bicultural education, Bakke, and intersegmental cooperation on student affirmative action activities.

Upon receipt of the segmental Student Affirmative Action Plans and prior to June 1978, Commission staff will work closely with the public segments and other concerned agencies in developing a statewide Student Affirmative Action Plan. In addition to concentrating on those issues raised in the recommendations in Part II, Part III of Equal Educational Opportunity in California Postsecondary Education will also address itself to the issues of: graduate and professional school support services and financial aid policies; past, present, and future support of student affirmative action (ie, State as well as segmental support); special admissions at the University and the State University; the adequacy of childcare facilities; and the validity of undergraduate and graduate admissions tests.

Part III will also address itself to other specific problems and/or issues deemed by Commission staff to be of crucial importance in coordinating statewide student affirmative action efforts. Because of the critical degree of underrepresentation of Chicano/Latino and Black students, Part II of the Commission's report did not thoroughly assess the present status of American Indians/Native Americans and Asian Americans. Part III will thus directly focus upon the needs and concerns of these two ethnic groups.

As previously noted, institutional cooperation remains an unfinished task in segmental student affirmative action efforts. Currently, the ad hoc regional associations (such as the cited Consortium and RACKE) provide much insight into the whole area of institutional cooperation. In addition, legislation was introduced last year (AB 507, Fazio et. al.) that would require the Student Aid Commission to apportion funds for pilot projects designed to increase postsecondary educational opportunities for low-income high school and community college students. Each project would be "proposed and operated interinstitutionally, involving at least one community college and two of the following educational agencies: school districts, community colleges, regional occupational centers and programs, nonprofit educational, counseling, or community agencies, eligible proprietary schools, the University of California, independent colleges and universities, or the State University and Colleges." The Commission supports this bill which has passed the Assembly and all pertinent Senate committees and is now awaiting action on the Senate floor (on Consent Calendar). Part III of the report will devote considerable attention to such associations and to regional approaches in coordinating student affirmative action efforts.

Part III of the study will also discuss the efforts of the independent institutions in recruiting ethnic minority students. Currently, the independent institutions enroll a higher percent of Chicano and Black students than does the University of California (based on Fall 1976 HEGIS data).

Finally, the paucity of data concerning low-income students in California is a major obstacle to developing measures that will provide low-income students with increased access to and retention in public postsecondary education. Throughout the planning and consultation process for Part III, Commission staff intends to work closely with segmental staff in developing a survey of low-income students.

HANDICAPPED STUDENTS

- The Commission should work with the three public segments, the State Department of Rehabilitation, and the Department of Education in developing a plan to meet the needs of handicapped and disabled students, and to overcome the underrepresentation of these students in public postsecondary education. (1977 Update)

Access for handicapped students was one of the goals identified in the section on Equal Educational Opportunity in the 1977 Update. The

current status of activities to accomplish this broad goal can be characterized as progressive and reflective of that section's recommendations. The recommendations on access focused on articulation between educational and State agencies, informational needs, barrier elimination, and development of appropriate programs and support services.

Legislation affecting the issue of postsecondary access for handicapped persons is as follows:

1. Assembly Concurrent Resolution 196, Resolution Chapter 100, (1976, Lanterman) requested the Department of Rehabilitation, in conjunction with other State agencies serving handicapped persons, to study the desirability and feasibility of a comprehensive needs survey of California's disabled population. The report was submitted to the Legislature in February 1977.

2. Assembly Bill 77, Chapter 275, Statutes of 1976

> . . . removes reference to age limitations, provides for funding the costs of various specified services to handicapped students enrolled in Community Colleges, and specifies a limit upon such amounts . . . requires that the [California Community Colleges' Board of Governors] adopt governing rules and regulations from these guidelines . . . (Board of Governors of the California Community Colleges, Handicapped Program Regulations, December 1976 Agenda).

3. In April 1977, the U.S. Department of Health, Education, and Welfare (HEW) implemented Section 504 of the Rehabilitation Act of 1973. The Implementation Act, Part 84 of Title 45 of the Code of Federal Regulations enforces 504 by providing that:

> No qualified persons can be excluded from the participation in, or be subjected to discrimination under any program or activity receiving federal financial assistance. Subpart E of the Implementation Act specifically addresses postsecondary education programs.

4. Assembly Concurrent Resolution 201, Resolution Chapter 158 (1976, Egeland) requested the public segments to submit plans to the Commission in July 1977 that would overcome the underrepresentation of handicapped students by 1980. The legislation also requests the Commission to comment on, integrate, and transmit the plans to the Legislature by January 1978.

Segmental activities during 1977-78 have been influenced by ACR 201 and the implementation of Section 504 of the Rehabilitation Act of 1973.

1. The California State University and Colleges have developed a plan to overcome the underrepresentation of disabled students which is composed of six major elements (California State University and Colleges Plan to Overcome the Underrepresentation of the Disabled, June 1977):

   a. Identification of the disabled population

   b. Achievement of optimum campus physical accessibility

   c. Establishment of a program of supportive services

   d. Development of campus and community awareness programs

   e. Development of outreach programs

   f. Acquisition of educational aids

2. The plan developed by the California Community Colleges includes some of the following activities:

   a. Outreach

   b. Coordination between the Chancellor's Office and the Department of Rehabilitation

   c. Statewide coordination of community resources in testing and evaluating the potential of handicapped persons

   d. In-service training of current staff in methods of evaluating handicapped students

   e. Statewide data on student performance in special education classes

f. Statewide coordination and dissemination of information for the handicapped student concerning financial rights

g. Adoption of regulations to carry out the financial assistance allowances to California Community Colleges serving handicapped students . . . "Under California Administrative Code, Title 5, regulations adopted in connection with AB 77, California Community Colleges participating in the programs of service supported by that legislation are required to submit a College Comprehensive Plan for serving handicapped students." (Board of Governors of the California Community Colleges, Handicapped Program Regulations, December 1976 Agenda.)

3. The plan for handicapped/disabled students developed by the University of California includes each of the following points (University of California Response to Assembly Concurrent Resolution 201, September 1, 1977):

a. Outreach, recruitment, and preadmissions services

b. Orientation

c. Financial aid

d. Counseling and other nonacademic support services

e. Academic support services

f. Physical education, athletics, and social organizations

g. Physical facilities

h. Housing, transportation, and mobility

i. Medical support services

j. Internships, career planning, and job placement

Commission activities in this area have included:

1. Participation in statewide conferences convened to coordinate the planning and provision of services to handicapped persons in education and employment. (Convention of California Postsecondary Educators of the Disabled,

April 1977; Conference of Governor's Committee for Employment of the Handicapped, May 1977.)

2. Consultation with the Departments of Rehabilitation, Education, Housing and Community Development, et. al., in the need for data on California's disabled population (December 1976).

3. Consultation with the Assembly Ways and Means Committee and Department of Finance on the financing and roles of private and public "sheltered workshops" for handicapped persons in California (July 1976).

4. Development of a comprehensive study plan to evaluate segmental plans pursuant to ACR 201, and creation of an integrated plan to overcome handicapped underrepresentation in public postsecondary enrollments. (Study plan includes such elements as the formulation of a technical advisory committee to obtain input from handicapped students, identification of data needs, and development of criteria to determine the extent to which the segmental plans can alleviate handicapped underrepresentation.)

Finally, the statewide federal program currently administered and funded by the Commission involves programs for the handicapped. The budgets for these programs in federal fiscal year 1977-78 are composed of 2/3 federal funds and 1/3 institutional matching funds ($120,555.23). The funded programs are those at Moorpark Community College and at West Valley Community College.

OLDER ADULT STUDENTS

- In terms of extending access to California's older adults, the Commission should work with the segments in examining the California Higher Education Study for the Aging, and in developing appropriate segmental policies and action steps. (1977 Update)

The postsecondary education needs of the aging identified under the section on Equal Educational Opportunity in the 1977 Update have been partially met. In addition, the statewide activities designed to meet those needs appear to be in accord with the recommendations of the 1975 California Higher Education Study on Aging. The recommendations are noteworthy because: (1) they were the basis for the Commission's stance on the educational needs of the aging; and (2) they provide yardsticks for measuring the progress of the Commission and segments in this area. The recommended action areas and related activities are outlined below.

The action areas cited in the study were: accessibility; counseling and training for older adults and those pursuing careers in gerontology; institutional organization; interinstitutional and agency cooperation; and research and institutes. The activities related to these areas include the following:

1. In 1976, the California Department of Aging created an Advisory Council on Education. The "CDA/ACE" is composed of representatives from the Commission, the Department of Aging, the Area Agencies on Aging, the public segments, independent institutions, and the Department of Education.

   The purpose of the "CDA/ACE" is to advise the Department of Aging on appropriate programs and implementation mechanisms to meet the postsecondary needs of older adults. The Council recently has been involved with devising mechanisms to implement the recommendations of the California Higher Education Study on the Aging.

   The Commission's representatives on the Council have been active in attending statewide conferences on coordinating educational programs for older adults, and in encouraging joint federal funding of program proposals under Title I of the Higher Education Act, administered by the Commission and Title IV of the Older American Act, administered by the Department of Aging.

2. Current segmental (campus) activities most visible in this area are the projects being administered by the Commission under Title I. Total program budgets for federal fiscal year 1977-78 are composed of 2/3 federal and 1/3 institutional matching funds in the amount of $444,360. The funded programs are at Coastline Community College, Holy Names College, and the Los Angeles and San Diego campuses of the University of California.

   As reported in the 1977 Update (pp. 40-41), the State University has initiated pilot programs at the Long Beach and San Jose campuses to waive required student fees for adults over age 60. The State University is due to report this year to the Governor, the Legislature, and the Commission on the success of its fee waiver programs (SB 274, Chapter 444, Statutes of 1975).

   As also reported in the 1977 Update (pp. 40-41), the University of California does not view its function as providing educational services specifically aimed at meeting the needs of older adults. However, the

University is involved in research on the problems of the aging and in training gerontologists and other professionals to meet the increasing needs of this sector of our population.

State-Level Postsecondary Education Information System

COMPUTERIZED DATA BASE

- Use the results of the federally sponsored annual Higher Education General Information Survey (HEGIS) to create a computer-based, State-level higher education data system. (1976 Plan)

- Develop a computerized State-level data base tailored to the needs of planners and decision makers for California postsecondary education in the Commission and in the executive and legislative branches of government. (1976 Plan)

- Develop a directory/index system for locating selected postsecondary data and information which are retrievable from sources other than the Commission library and computerized data bases. (1976 Plan)

During the past year, five computer-based files have been created or expanded in the Commission's information system: student enrollments; degrees conferred; academic programs; institutional characteristics; and an inventory of off-campus centers and programs. Data in the first two areas were obtained in machine readable form from the University of California and the California State University and Colleges. Additional information for the three public segments and the independent institutions was obtained from the annual Higher Education General Information Survey and from special surveys conducted by the Commission. All files reside at the Teale Data Center and are accessible from a terminal located at the Commission offices. It is anticipated that a faculty/staff file will be added to the system within the next 18 months.

Information from the State-level data base has been disseminated through three publications: Inventory of Academic and Occupational Programs in California Colleges and Universities; Postsecondary Education in California: Information Digest; and Directory of California Colleges and Universities: A Guide to Degree-Granting Institutions in California.

In addition to the computerized information system, the Commission continues to develop its data base through coordination of several federal surveys, which include:

1. Higher Education General Information Survey (HEGIS) - Annual (HEW - National Center for Education Statistics)

Institutional Characteristics of Colleges and Universities

Degrees and Other Formal Awards Conferred

Fall Enrollment and Compliance Report of Institutions of Higher Education

Financial Statistics of Institutions of Higher Education

College and University Libraries

Survey of Salaries, Tenure and Fringe Benefits of Full-Time Instructional Faculty

2. Postsecondary Career School Survey - Biennial (HEW - National Center for Education Statistics)

3. Higher Education Staff Information - Biennial (Equal Employment Opportunity Commission, EEO-6 form)

The Office of Private Postsecondary Education in the State Department of Education is in the process of developing a computerized information system which will make available most of the data collected by the Postsecondary Career School Survey. Therefore, the Commission will discontinue conducting the Survey after 1977.

COMMISSION LIBRARY

- Develop a reference library (clearinghouse for postsecondary education) for use by the Commission and others whom the information systems are intended to serve. (1976 Plan)

The Commission has continued to expand and improve its research library collection and services. Over 1,800 requests for information and materials have been processed through the library during the past year. In addition to Commission staff, users of this information system have included staff of the Governor's office, the Legislature, other State agencies, and governmental or educational institutions in all 50 states plus many foreign countries. Nearly 1,500 Commission publications have been distributed by the library.

The Commission has become a member of the California Library Authority for Systems and Services (CLASS), a public agency formed by a joint exercise of powers agreement. CLASS is establishing a computerized listing of publications from libraries throughout the State. The System is expected to greatly facilitate the processes of searching for and acquiring information and publications for researchers, planners, and decision makers.

FINANCING CALIFORNIA COMMUNITY COLLEGES

- Improve procedures for determining the level and sources of operating and capital outlay funding for California's Community Colleges. (1976 Plan)

The Community Colleges have been the fastest growing segment of postsecondary education in California during the 1970s. The number of Community Colleges increased from 92 in 1970 to 104 in 1976 and total enrollments from 866,596 to 1,252,809. As the number of students surged upward, the State has been committed to increased financial support because the Legislature allocates money for college operating expenses on the basis of average daily attendance, which augments local district revenues from property taxes. In 1976-77, the State provided $461,408,000 to the 70 Community College districts and the Colleges' Board of Governors under a complex equalization formula established primarily in Senate Bill 6 (1972) and Senate Bill 1641 (1976). The State also allocates funds for capital outlay to the districts under a formula established in the 1967 Capital Construction Act. The final amount for Community College construction in the 1977-78 budget bill is $26,767,200. So, State government spends roughly 27 percent of its higher education budget for the California Community Colleges.

During the early 1970s, large annual increases in State appropriations to the Community Colleges caused concern among members of the Legislature, and the Governor imposed a 5 percent limit, or "cap," on State fund increases in the 1975-76 Budget. In 1975, the Legislature's Conference Committee on the Budget Bill requested the Commission to "study alternative funding procedures for Community Colleges . . . and alternatives to the existing apportionment process . . . that would simplify and improve the funding of local Community Colleges." In 1976, the Conference Committee asked the Commission to consider as part of its study the merits of the foundation approach versus the merits and feasibility of a method similar to State support for the University of California and the California State University and Colleges.

Commission staff began its analysis of Community College finance in September 1975, assisted by a technical advisory panel of experts in the field. The draft report was completed in February 1977, and included chapters on the historical development of California's present system of support for current expense and capital outlay, deficiencies of the present system, alternatives to the existing system and their advantages, and the experience of other states in financing two-year colleges.

In March 1977, after the Commission had discussed this complex document, a final section of conclusions and recommendations was added. Next, the entire document was presented to all interested groups, and Commissioners held a series of public hearings on the controversial recommendations. In general, the Community Colleges' faculty and administration representatives opposed those recommendations which changed the existing formula or simplified its operation. The Board of Governors formally opposed most of the recommendations and urged that the entire study be tabled until the Board could conduct its own investigation.

Having carefully considered these objections, the Commission adopted the staff report on June 13, 1977, and eight of its nine recommendations:

Recommendation 1

The support formula for financing Community Colleges should be modified to ensure continued equalization of State support among the Community College districts rather than the present system of equalizing only support for growth in enrollment.

Recommendation 2

The support formula for financing Community Colleges should be modified to reduce the serious impact of enrollment losses on low-wealth districts.

Recommendation 3

In the absence of action on Recommendation 1, the support formula for financing Community Colleges should be amended to delete the provisions whereby the equalization factor is applied to the inflation factor in calculating each district's basic apportionment.

Recommendation 4

The demographic factor, which allocates $4 million to those districts with low enrollment per adult population ratios, should be dropped pending further study and justification.

Recommendation 5

The support formula for noncredit Community College courses should be limited to those identified by the Legislature in statute or by the Board of Governors as being of sufficient statewide interest to justify support [this recommendation was not adopted, but was forwarded to the Commission's subcommittee on Lifelong Learning for more consideration].

Recommendation 6

The Community Colleges should remain tuition-free for individuals enrolled in credit courses and other student charges for noninstructional services should remain at a minimum.

Recommendation 7

The present statutory system of State support for the Community Colleges should be changed to one which will permit and encourage annual review of the adequacy of such support by the Legislature, without making any significant changes in the apportionment formula other than those suggested in these recommendations.

Recommendation 8

The State should return to full financing of the 1967 Community College Construction Act, using General Fund revenues, if necessary, until a statewide bond issue can be passed.

Recommendation 9

An amount up to $1 million should be appropriated annually by the State to match Community College district expenditures for leasing or renting off-campus instructional facilities from nonpublic agencies.

These recommendations were based on the study's major conclusion that most aspects of the current financial system were appropriate for California's policy of "open door" colleges controlled primarily by local districts. The study agreed with the purposes of the Community Colleges as defined by the colleges themselves and applauded their efforts in providing education to students with extremely diverse needs and interests. The central disagreements arose over how accountable the Community Colleges should be, in the

aggregate, to State government for expenditures of large amounts of State money and over the report's suggestions which simplified the basic apportionment formula. It is possible that the Commission will ask the Legislature to change the law along the lines of the study's recommendations during the 1978 session.

EVALUATION OF SEGMENTAL BUDGET REQUESTS

- Develop a process which will permit evaluation of segmental budget requests within the context of the statewide Five-Year Plan for Postsecondary Education. (1976 Plan)

Each year, the Commission staff evaluates segmental budget requests through the following process:

1. Annual Summary of the results of the previous budget cycle with regard to major budget items, budget change proposals which the Commission staff commented on formally, and important nonfiscal issues which arose during the Legislature's consideration of the budget (September).

2. Consultation with segmental officials concerning budget issues for the coming fiscal year (September-October).

3. Written analyses of segmental budget change proposals, when requested by the Department of Finance or stated in resolutions adopted by the Commission (October-November).

4. Overview Statement of segmental budget requests presented by the Commission's Director, based on the Five-Year Plan and previous analyses (March).

5. Commission staff testimony before the Legislature's fiscal committees during their budget hearings (March-May):

   At the request of the Legislative Analyst of the Department of Finance

   At the request of one of the segments

   At the request of the Committee

   If the Commission has adopted a formal position on the budget item or one concerning the specific area under discussion

During the budget cycle, Commission staff reviews only those items with important policy implications for the postsecondary education system. Generally, those items are directly related to goals in the Five-Year Plan or priorities in its annual Updates. Less frequently, the budget item will involve capital outlay requests where the Commission has a statutory responsibility or particular recommendations from Commission studies.

The effectiveness of the Commission's budget review cannot be measured strictly in terms of advice accepted or points carried because the review is primarily a resource for the Legislature, the Governor, the Department of Finance, and the segments. Nevertheless, the record of the Commission staff's analyses for Fiscal Year 1977-78 indicates an important impact on the entire review process. Of the eight items reviewed in the University's budget, the final State budget contained four of those at the level recommended by the Commission. The Department of Finance followed the Commission's advice on three of the fourt budget items analyzed for the California State University and Colleges, although the final State budget contained four of those at the level recommended by the Commission. The Department of Finance followed the Commission's advice on three of the four budget items analyzed for the California State University and Colleges, although the final State budget contained only one item. The total request of the California Community Colleges, which was supported by the Commission, found its way into the final budget. The Commission's budget review process represents an independent and carefully researched judgment on statewide policy issues which are contained in the segmental budget requests.

FINANCIAL CONDITION OF INDEPENDENT INSTITUTIONS

- Develop procedures for determining the financial needs of independent institutions and the extent to which the State should aid in meeting these needs. (1976 Plan)

In the first of a series of reports regarding the financial condition of independent institutions, the Commission published the California Independent Colleges and Universities: Current Fund Revenue and Expenditure Analysis (1977). This report, prepared by John Minter Associates, provides a detailed assessment of the current fund revenues and expenditures statements from 68 independent institutions. The report concludes that overall, in terms of revenues, the independent segment in California is doing modestly better than independent institutions nationwide. The Commission will update this report annually, utilizing current fund statements as well as balance sheet information, in order to provide a more complete assessment of the financial position and progress of the independent institutions.

A second Commission report, to be completed in early 1978, will consider State policy toward independent institutions and seek to provide some policy guidelines to the Legislature regarding modifications in student assistance programs. This Commission study will also consider the goals, objectives, and priorities of State aid to independent colleges and universities, as well as develop criteria for determining the appropriate level of student financial aid.

Student Financial Aid

COMMISSION ROLE

- Assess the effectiveness of existing student financial aid programs (federal, State, and institutional) in providing access to and reasonable choice among postsecondary institutions and programs. (1976 Plan)

The administration of financial aid programs is assigned exclusively to the Student Aid Commission under AB 1031, Chapter 1270, Statutes of 1975. Student financial aid represents an important portion of the financing mechanism for postsecondary education; therefore, the Postsecondary Education Commission has a continuing responsibility to review financial aid programs and their role in providing access and choice to students.

Commission staff is assigned as liaison to the Student Aid Commission and participates in various roles, as an observer at Student Aid Commission meetings, as a member of the newly established Advisory Group on Financial Aid Problems, as a member of the Joint Committee on Research (of the two Commissions), and as a member of an ad hoc committee to develop an annual estimate of the aggregate need for student financial aid for submission to the Legislature.

Finally, the Evaluation of Effectiveness Project will include certain aspects of student aid in its monitoring of access and the flow of students into and through California postsecondary education. (See the section entitled "Evaluation of Effectiveness" for further information.)

AID FOR PART-TIME AND EXTERNAL DEGREE STUDENTS

- Work with the Legislature to establish funding for the external and extended degree programs of the University of California and the California State University and Colleges. (1977 Update)

- Work with the Student Aid Commission to provide financial aid for part-time external degree students. (1977 Update)

Early in 1977 the Student Aid Commission adopted policies which extend State-funded student aid to: (1) part-time students, and (2) students enrolled in extension courses and programs, provided that such courses and programs can be used to satisfy some institutional degree requirements. The policies appear to be entirely

reasonable and liberal with respect to extension courses. There is no certainty that students newly eligible for such aid will apply, although a new Student Aid Information Dissemination Program is being implemented in 1977 which should publicize these new policies, as well as student-aid policies for more traditional students.

Tuition, Fees, and Access

- Conduct a study of tuition and fee policies in California's three public segments. (1977 Update)

- Analyze the impact of public segment tuition/fees policies upon student attendance at private postsecondary institutions. (1977 Update)

The issues surrounding tuition, fees, and access can be very different for different types of institutions. The question of tuition and fees and their impact on access have been examined by the Commission in a variety of studies and in Commission comments on segmental budget change proposals.

The Commission's study on Financial Support for California Community Colleges (June 1977) examined the question of adopting tuition in Community Colleges and recommended that they "remain tuition-free for credit classes and that other student charges for noninstructional services remain at a minimum" (p. 95). In making this recommendation, the report concluded that:

> All other costs of attending college are sufficiently high, and student financial aid sufficiently limited as to ensure that all but the most needy students must now make a sizeable contribution to the cost of their education. Any further increases in that cost at this time would very likely curtail educational opportunities unnecessarily (p. 95).

A supplemental document to the study, entitled Methods of Two-Year College Finance in Selected States, has been published. This paper studies the effect of tuition and fees and other sources of income (State and local) on access and the total amount spent per student in several other states. The findings from the other states are then related to the tuition/fees issue in California Community Colleges.

The question of increases in student fees at the University of California was addressed in the Commission's analysis of the University's proposed 1977-78 budget. The Commission staff recommended that the University should

> . . . not raise the Registration Fee in 1977-78, but should utilize the funding shift for I and R Laboratory Costs along with the Educational Fee and/or the Opportunity Fund to fund any deficits in those programs carried by the Registration Fee.

In relation to access, the Commission report, Equal Educational Opportunity in California Postsecondary Education, Part II, identified one of the major barriers to access as "Family Income and College Costs," and discussed the relation of unmet economic need to available financial aid (pp. 47-50).

Finally, the upcoming Commission report, Financial Conditions of Independent Institutions, will in part cover the question of tuition, fees, and access in California's independent educational institutions.

Adult Education/Lifelong Learning

The concept of lifelong learning has its own integrity, but the programs through which that learning takes place are numerous and diverse. Even the durable term, "adult education," covers several kinds of institutional programs. Therefore, in working toward an integral policy and eventual plan for lifelong learning in California, the Commission first had to identify the many kinds of specific activities that go on under the general terms of "lifelong learning," "adult education" and "continuing education." The lack of commonly accepted definitions has helped foster confusion about learning opportunities for adults. In an interim report to the Legislature in June 1977, the Commission's Committee on Lifelong Learning presented its working definitions of these terms.

EXTENT AND NATURE OF ADULT INVOLVEMENT IN EDUCATION

- Determine the extent and nature of present programs of adult education in California, including those sponsored by the public collegiate sector, the independent collegiate sector, the public secondary sector, and the independent vocational training sector. (1976 Plan)

- Develop procedures for inventorying the adult education activities of business, industry, and the professions (including government and the military), as well as those programs sponsored by private agencies which are open to the public and which are not subject to regulation by the State. (1976 Plan)

As a next step in understanding this field, in which there is such widespread and varied activity, the Commission has been gathering descriptive information on the programs and people involved in adult education. The Commission's own Five-Year Plan and AB 4325, Chapter 1103, Statutes of 1976, called for the study.

This has not been a simple task. For instance, data are not defined uniformly or maintained consistently for such varying programs and institutions as: university extension; concurrent enrollment (in regular courses); certificate and community service programs; adult schools; regular degree programs pursued on a part-time basis; support services (such as counseling and information for part-time enrollees, and help for independent study); and formal education provided by noneducational sponsors (e.g., military, business, industry and government).

What kinds of Californians select which kinds of programs? We know very little about this from a statewide perspective. Few studies have provided any clue to comparing, for instance, the financial backgrounds and capabilities of various client groups.

During 1976, Commission staff completed an initial survey of educational programs offered in California by noneducational sponsors. This exploratory effort found that collecting

> . . . definitive data (on business, industrial, government and military educational activities) which apply exclusively to California would be extremely costly and laborious. However, it does seem feasible to sample various elements of [business, industry, government, and military (BIGM)] to derive data . . . useful for statewide planning . . . [from the Commission: "Business, Industry, Government and Military," in the foreword of the October 1976 draft.]

Although this study does not distinguish between "training" and "education" for BIGM any more than other studies do for the universities and colleges, it firmly states that

> . . . there is more educational activity within the context of BIGM now, and will continue to be in the future, than exists within the confines of institutions of postsecondary education.

In its response to AB 4325 (a response which will include several separate reports), the Commission will gather data on the characteristics of part-time students in the public segments. The data will include such characteristics as age, sex, ethnicity, and educational level. In addition, the Association of Independent California Colleges and Universities has received a grant from the Ford Foundation which will enable the Association of Independent California Colleges and Universities to gather data on types of students served (including employment status, age, income level, and previous education), as well as course data (location, level, credit granted, etc.). The first survey will be conducted in Fall 1978. This data, when combined with the Commission's, will greatly increase the information on the nature and extent of adult involvement in postsecondary education.

SUPPORTIVE SERVICES FOR ADULT LEARNING

- Determine the adequacy of opportunities for counseling and validation of prior learning. (1977 Update)

A major effort by Commission staff has begun to find out what adjunct services actually are available to older California adults interested in further formal learning--services such as academic appraisal, testing of individual competencies, and awarding credit for prior learning. The Legislature has expressed interest in knowing how well such services are distributed throughout the State. The Commission anticipates completion of its investigation this year.

A staff report on "educational brokering" in California, and a statewide conference on the same subject, identified a new category of services. One kind of broker studied by the Commission is the broker that "serves as an agent of one or more degree-granting institutions for a fee," and usually under contract, providing anything from overseas faculty to simple recruitment services. Another kind of broker serves as agent for an individual, finding and adapting, sometimes negotiating, the precise combination of services sought by that individual, perhaps utilizing many institutions. Having explored and clarified certain issues related to brokering--e.g., accrediting policies--the Commission plans no further inquiry into this new service.

Still another staff report addresses "The Adequacy of Opportunities for Californians to Receive Credit for Prior Learning" (1977). This study distinguishes between traditional and nontraditional means of assessing prior learning, finding that both are utilized quite widely in the United States. Traditional methods include the use of challenge examinations, various standardized examinations with national and segmental norms, and national guidelines concerning the amount of credit to be awarded for specific experience. Nontraditional methods are primarily those of portfolio assessment, the process by which faculty advisors review files in which the student has documented his experiences, together with comments by employers, colleagues, faculty members and the student.

The study finds that, while all segments of higher education in California award some credit for prior learning in some fields, the most extensive use occurs in the Consortium of the California State University and Colleges and among various independent institutions.

This study also reports that there are areas of the State where an adult might have difficulty getting an institution to evaluate his/her experiences for academic credit. On the other hand, many institutions in California that have established mechanisms for awarding such credit could handle many more students in this manner without a change in policy or mechanism.

The draft report, already under review by the Commission, suggests several possible ways through which the State could encourage greater use of existing channels for validating prior learning for academic credit.

STRUCTURES FOR PART-TIME STUDENTS

- Assess the present structure of administration and coordination of adult education programs in the public sector, and make recommendations concerning any new administrative structures or delivery systems which seem necessary. (1976 Plan)

Responding both to a recommendation in its Five-Year Plan and to AB 4325 (1976), the Commission has begun to assess existing structures for providing educational programs for adults. Staff will compare the different levels of instruction available on noncredit basis, and consider the problems of delineation of functions and coordination. As a part of its assessment, the Commission will give close attention to the progress and effectiveness of the new Regional Adult and Vocational Education Councils (RAVEC). Subsequently, the Commission must consider whether further coordination among segmental structures is needed.

One rather new administrative structure has enabled many Californians to take part in coordinated instruction in their homes and work sites. The use of broadcast television for instruction has increased rapidly over the past five years, especially at the lower-division level and for continuing professional education. The emergence of television consortia has provided the needed structure for cooperation among many credit-granting institutions. The Commission has begun a study of the use of ITV created by this consortial development, and will build upon data gathered over four consecutive years. An aim of the study will be to recommend ways by which the State can encourage better coordination of ITV with the planning of regular campus curricula.

FINANCING ADULT EDUCATION/LIFELONG LEARNING

- Assess the present system of financing adult education in California, and make recommendations concerning any new approaches to funding which seem necessary. (1977 Update)

- Complete a study of alternative methods of financing lifelong learning. (1977 Update)

Financing of adult education remains a problem in California, even though considerable attention has been devoted to this question in recent years. A crisis developed in 1975 which led the Governor and Legislature to impose strict growth limits on adult education programs. The State was being called upon to fund rapidly increasing enrollments as districts expanded their adult education activities in response to financial incentives in the law. In the search for solutions to this problem, the Commission in 1976 adopted a report which proposed a number of financing reforms. Eventually the Legislature made a number of changes in the law, some of which coincided with Commission proposals.

The Commission staff also carried out a study of Community College finance with implications for financing adult education. The Commission extracted one recommendation from the report calling for an end to State support of adult education, and referred it to the Commission's Committee on Lifelong Learning for further study. The Committee will carry out this study in conjunction with a response to AB 4325 (1976) which calls for, among other things, a determination as to whether current policies of State support of adult education are appropriate.

FUNDING OFF-CAMPUS DEGREE PROGRAMS

Funding off-campus degree programs is also an unresolved issue. The Department of Finance in 1976 asked Commission staff, as a part of the budget review process, to consider a request of the California State University and Colleges for an additional $2,000,000 to fund its External Degree Program. Commission staff recommended that this item be approved, but the Department of Finance subsequently did not include the item in the budget.

Several of the off-campus degree programs offered by the University and the State University, are now receiving State support because the students in these programs earn regular academic credit, and thus are counted as FTE students. Extending this practice further would be a pragmatic solution to the problem of reducing student costs for off-campus degree programs. Some institutions appear to be doing this unilaterally (creating competition for students between continuing education deans and academic departments in the process); others are going through program review channels. Policy guidance in this area seems to be lacking at both the segmental and State levels.

The Ventura Learning Center remains a special problem in funding off-campus programs in that some of its courses have carried the same fees as University Extension courses and some have had the same fees as their on-campus counterparts. The substantially higher fees have

been charged for Extension courses, whether on or off campus, because Extension is self-supporting. In an effort to resolve the problem there, Senator Rains from Ventura has introduced SB 1128, Rains (1977-78) which is moving through the Legislature. The bill provides that the California State University and Colleges cannot charge an off-campus student a fee any higher than he or she would pay on campus, unless there have been additional costs incurred in offering the course off campus. No direct State support via appropriation is provided by the bill, but the State would have to be reimbursed for the difference between what the student now pays and what he or she would pay under the bill's provisions.

Educational and Career Counseling

- Provide access to educational and career counseling for prospective students not enrolled in educational institutions. (1976 Plan)

In February 1976, the Commission adopted the report, entitled Establishing Community Advisement Centers, which presented a plan for establishing community counseling centers for postsecondary education, pursuant to ACR 159, Resolution Chapter 213 (1974). A bill embodying the Commission's recommendations was introduced in March 1976 by Assemblyman Vasconcellos (AB 4323), but was defeated in the Assembly Ways and Means Committee.

In 1977, Assemblyman Vasconcellos introduced a similar bill (AB 1672), which passed the Assembly, fully funded, and also passed the full Senate. The bill was vetoed by the Governor.

The 1977 bill would have required the Commission to contract with a new or existing organization to form each center, thus avoiding direct administration of the program by the Commission. However, the Senate Finance Committee, on September 1, amended the bill to provide for a study of these pilot centers by the Legislative Analyst. As set forth in its "Role" document, the Commission believes that evaluation of innovative educational programs is its responsibility, not that of the Legislative Analyst. Therefore, the Commission opposes the Senate amendment to AB 1672. Without question, the Commission supports the establishment of educational advisement centers and may seek legislation to implement such centers during the next legislative session.

In line with the Commission's expressed desire to support the concept of community advisement centers, the Commission is funding several such projects through federal Title I funds. The first project, operated by Sacramento's Cosumnes River College, involves the use of radio station KFBK. The college is allotted 15 minutes per day, during prime time, four days per week, for informational presentations on job and career opportunities, where courses and educational programs are available, the costs of such programs, and how to get student financial aid. On the fifth day, there is a 30-minute listener call-in program so that community people can obtain specific information. The broadcast areas covered by the program include Sacramento, Stockton, and Yuba City.

Title I funds are being used by Diablo Valley College to extend its computer-assisted Career Information System. After completing a questionnaire, the student can choose an occupational or career area, find out where programs of study or training are available,

what the costs of the programs are, and what the employment opportunities in that field are according to the region (such as the San Francisco Bay area, or the Los Angeles Metropolitan area). This information system program has proved so successful in Oregon, where it originated, that ten other institutions, from high schools to four-year state colleges, are now joining this program on their own.

The Commission is also funding "Project REACH" at Sacramento City College through its Title I funds. This program uses a mobile van that travels to shopping centers, churches, and various locations throughout the District to provide people with information on career opportunities, program availability, and student financial aid. The Los Rios District feels the program is so necessary and successful that it is contributing $20,000 above the one-third matching requirements for Title I projects.

In addition, Title I funds are being allocated to California State University, Fullerton, for an adult re-entry program, a major component of which is educational and career counseling. Finally, San Joaquin Delta College in Stockton is receiving Title I funds to initiate an outreach guidance program that will bring information on career and job opportunities and on educational programs and courses to people in the community. The experience of the Commission is that such advisement at the community level is a widely-expressed social need, and that these projects represent significant methods of meeting this need.

Vocational Education

- Establish a staff-level interagency planning council for vocational education comprised of representatives from the staffs of the Commission, the State Department of Education, the Council for Private Postsecondary Education Institutions, the California Advisory Council for Vocational Education, and the statewide offices of the California Community Colleges, the State University and Colleges, the University of California, and a representative of an independent college or university. (1976 Plan)

Action was deferred on the development of this interagency Planning Council pending implementation of the Regional Adult and Vocational Education Councils (RAVEC), pursuant to Chapter 1269 of the Statute of 1975. Such implementation implied possible joint activities on the part of the Commission, the Chancellor's Office of the California Community Colleges and the State Department of Education. All three State-level agencies are to receive annually the various documents produced by the Councils. The Commission is currently reviewing the success of the RAVECs during their first year of operation, and it is expected that the other two State-level agencies will follow suit.

It appears that the Councils cannot yet become the instrument for coordinating and planning vocational education that is desired in the State; as pointed out in the Commission's 1977 Update, both the credit courses in vocational education at the Community College level and the diploma courses at the secondary level lie outside of the purview of the Councils. The Commission believes that (1) the Councils must be given the authority to plan both credit and non-credit vocational education at the Community College and secondary levels; and (2) this regional planning must be directly linked to State-level planning for and coordination of vocational education.

Two developments during 1976 and 1977 have given impetus to efforts which parallel the Commission's objectives for developing a broad base for planning and coordination of vocational education at the State-level.

First, a State Planning Committee for Vocational Education was established as a result of the requirements of the Vocational Education Act of 1976. This Committee is advisory to the State Department of Education in the latter's development of the Five-Year Plan for Vocational Education in California. The Committee's membership is broader than that proposed in the Commission's Five-Year Plan, but its functions are similar to those implied for the Interagency Council for Vocational Education detailed in the Plan.

Second, during 1977, Senator Dills drafted legislation (SB 1028) to create a separate State vocational education agency. This bill has been held over to the 1978 Legislative Session, but its consideration has led to cooperative efforts between the Board of Governors and the State Board of Education to develop alternative comprehensive legislation which addresses, among its many parts, the need for broadly representative State-level coordination and planning in vocational education.

The Commission observes that the need for interagency communication and for the coordination of State-level planning activities regarding vocational education as identified in the Commission's first Five-Year Plan continues to exist. We believe, however, that with appropriate expansion of the membership, the State Planning Committee for Vocational Education 1/ could serve this function.

Therefore, the Commission advises the State Board of Education and the Legislature that in designing new structures and/or State legislation on vocational education of that:

(1) the interagency advisory committee for statewide planning in vocational education, which is advisory to the designated State Board of Vocational Education as required by P.L. 94-482, should be placed into State statute with an expanded membership that would include nonprofit and proprietary institutions; and

(2) the RAVEC's authority to plan on a regional basis be broadened, strengthened, and linked directly to State-level coordination and planning for vocational education.

1/ Public Law 94-482 (the Federal Vocational Education Act of 1976) does not require direct representation of either nonprofit or proprietary institutions on the advisory committee that participates in the preparation of the State Plan for Vocational Education; however, neither does P.L. 94-482 prohibit such membership. State legislation could expand the membership on this committee without infringing upon the purpose of the federal law.

Regulation of Private Vocational Institutions

- Determine the nature and extent of the private vocational sector of postsecondary education in California by identifying each institution, its programs, enrollments, and output of graduates. (1976 Plan)

- Assess the effectiveness of Division 21 (now Chapter 3 of Part 59) of the Education Code in providing State control over the establishment and in assuring standards of educational quality among private vocational institutions, and determine the most appropriate and effective means for administering this statute. (1976 Plan)

The Commission was requested by the Legislature in 1974 to conduct a comprehensive study of the operation and effectiveness of the laws regulating private institutions of postsecondary education, and to make recommendations for necessary and desirable changes in those laws. This study resulted in the report, entitled The Role of the State in Private Postsecondary Education: Recommendations for Change, which was adopted by the Commission in July 1976.

The report concluded that there were major deficiencies in the administration and enforcement of laws regulating private schools, that the Education Code was inadequate in several areas of student consumer protection, and that there were loopholes in the provisions for the establishment of degree-granting institutions which might allow unethical, unscrupulous operators to establish and operate schools against the public interest. The Commission recommended a complete revision of the laws regulating private schools, as well as the establishment of a new administrative agency responsible for the regulation and promotion of private postsecondary education.

Following Commission action in July, a legislative proposal was developed by staff and introduced by Assemblyman Dixon Arnett as Assembly Bill 911. This legislation, cited as the "Private Postsecondary Education Act of 1977," included all of the recommendations made by the Commission in its report. As the bill moved through the Assembly and Senate, it was amended on five different occasions, with the major revision by the Assembly Ways and Means Committee to eliminate the Commission's proposal to establish a governing board for private postsecondary institutions.

As finally adopted by the Legislature and signed by the Governor, the bill included the following provisions:

1. Expanded protection for students, including complete disclosure of information to prospective students by all

private postsecondary institutions; a three-day cooling-off period following the initial visit to a campus by a student who has signed a contract and begun tuition payments prior to visiting the campus; and disclosure of placement data.

2. Elimination of loopholes in current law which might allow unscrupulous persons to establish and operate schools.

3. Comprehensive revision and reorganization of the Education Code so that it is internally consistent, the responsibilities of agencies have been spelled out clearly, and the State Superintendent of Public Instruction is authorized to investigate accredited and State licensed schools if there is evidence of violation of the standards of the responsible accrediting or State licensing agency.

Also, there is the clear expectation that the State Department of Education will improve its administration and enforcement of this section of the Education Code. Before January 1981, the Legislative Budget Committee, in cooperation with the California Postsecondary Education Commission, will review and evaluate the operations of the Department of Education, and report its findings to the Legislature. AB 911 also included a "sunset" provision, so that on July 1, 1982, the provisions of this section of the Education Code will terminate, and the Legislature will then be required to act affirmatively to place the responsibilities for private postsecondary education in the appropriate agency.

During the past two years the Commission has been effective in improving the regulation of private vocational education. The Commission study identified the problems and offered plans and recommendations to respond to these problems. The passage of AB 911 implemented most of the Commission's recommendations. In three years the Commission, in cooperation with the Legislature's Budget Committee, will evaluate these changes.

Evaluation of the Effectiveness of Postsecondary Education

- Implement the criteria for evaluating the effectiveness of postsecondary education, as adopted by the Commission in June 1975. (1976 Plan)

A proposal for carrying out its assigned function under AB 770, Chapter 1187, Statutes of 1974, in the area of evaluation was adopted by the Commission in June 1975. Seven major aspects to be evaluated were identified in the report, using a system of monitoring data on both an annual and less frequent basis, to assess the impact of plans, programs, events, and unplanned happenings.

Work in the area of evaluation was slow during the ensuing two years because of the assignment of staff to other responsibilities in the Commission and lack of budget for staff support. The project was assigned to a subcommittee of the Information System Committee until February 1977, when it became a Standing Committee of the Commission. A field advisory committee was appointed one year ago and had two fruitful meetings before budget considerations forced postponement of further work on the project.

ACCESS AND STUDENT FLOW

The access and flow of students into and through California postsecondary education has been selected as the first area in which monitoring is to be carried out, because of its prominence in the Commission's and other five-year plans, legislative intent in this area, and Student Aid Commission concerns. In July 1977, the newly reconstituted Evaluation of Effectiveness Committee met for the first time and received from staff an outline of three projects to be undertaken in 1977-78. The first involves participation rates in the various segments of postsecondary education by county of residence, for recent high school graduates. Rates are to be related to eligibility rates from the Commission's 1976 High School Eligibility Study, county demographic data, institutional locations, and the flow of student aid funds.

The second project involves a follow-up of students in the data base established for the Community College "Open Door" study as they transferred to the University of California and the California State University and Colleges between 1973 and 1977. The intent is to gain insights into problems of transfer and articulation from both the student and the institutional points of view. Students who were new in the Community Colleges in fall 1972, as were those in the data base, would most logically have graduated from the four-year institutions in spring 1977.

Finally, an attempt is being made to use the Scholastic Aptitude Test and American Colleges Testing scores of entering freshmen in fall 1977 in admissions and persistence studies in the University and the State University. The study would involve the systematic validation of admissions standards, particularly the test score data, and follow-up data on persistence for use in comparison with Community College persistence rates and those of students involved in affirmative action programs.

PERSISTENCE AND PERFORMANCE IN CALIFORNIA COMMUNITY COLLEGES

- Complete Through the Open Door, A Study of Persistence and Performance in California's Community Colleges as required in Senate Bill 772 (1972). (1976 Plan)

Senate Bill 772, Chapter 1376, Statutes of 1972, required the Commission to study student persistence and performance in the California Community Colleges. The final report, entitled Through the Open Door: A Study of Persistence and Performance in California's Community Colleges, was adopted by the Commission in February 1976 and transmitted to the Board of Governors of the California Community Colleges for action on the recommendations, as well as to the Governor and the Legislature. The Board received staff reports concerning the study beginning in April 1976, but did not adopt a formal response to the Commission until February 1977. The response included proposed actions in the Board's Five-Year Plan which are related to various recommendations in the study in the areas of grading and attendance accounting, as well as the need for increased flexibility for lifelong learners enrolling in regular, credit courses.

At the same time, the Board of Directors of the California Community and Junior College Association also took action in 1976 to prepare a response to the recommendations in the Commission report, by assigning it to a special task force with representation from various committees of the Association--student personnel, continuing education, faculty, et. al. A task force report was adopted by the Board of Directors in May 1977.

Meanwhile, Commission staff has addressed various campus, regional, and statewide groups concerning the recommendations, some of which in the area of grades and accountability appear to be in various stages of implementation at the campus and State levels.

Finally, the Community College student sample is being followed into the State University and the University in a study of transfer and articulation included as part of the evaluation of effectiveness project. (See preceding section for more information on this study.)

Accreditation

- Conduct a comprehensive study of the issues surrounding accreditation. (1977 Update)

The Commission has become increasingly interested in reviewing the subject of accreditation during the course of 1977. Several bills on accreditation were introduced in this session of the Legislature, one of which would set up a State accrediting agency (SB 903, Greene) and one which would require accrediting agencies to hold public meetings (the so-called "Sunshine Bill," AB 1223, Vasconcellos). Also, during the course of the Commission's review of "educational brokering," and at the conference on educational brokering cosponsored with Stanford's "Center for Teaching and Learning" in Los Angeles during May, it was demonstrated that there were issues related to the accrediting process that should be addressed in an in depth study.

Commission staff will begin to study the issues surrounding accreditation in early 1978, with the report to be considered by the Commission in late 1978.

Basic Skills Deficiencies

- Act as a catalyst during 1977 and 1978 to convene representatives from all levels of public and private education to meet with interested legislators and staff to examine proposed and existing programs designed to remedy the problem of basic skills deficiencies among high school and college students. (1977 Update)

Considerable activity is taking place around the State aimed at reversing the current decline in student writing and reading skills. The University of California at Berkeley initiated the Bay Area Writing Project four years ago as one of the first outreach programs to focus on the decline in writing skills. The Project's approach is to train teachers in the most effective techniques for teaching writing. These teachers then return to their own districts and act as writing specialists in training other teachers. This program has been so successful that a grant has been received from the National Endowment for the Humanities to extend the Project to eight locations statewide. The State Department of Education is contributing additional support and the program has been strongly endorsed by State Superintendent Wilson Riles.

The California State University and Colleges system has instituted a new English Placement Test for all entering lower division students to identify those who lack the necessary writing skills. While the Governor approved a budget augmentation of $270,000 to develop and administer the Test, he vetoed an appropriation for 96.7 new faculty positions for the remedial courses, stating that the State University should provide such courses from existing resources.

The State University also has considerable activity going on in the area of teacher preparation. The Educational Policies Committee of the Academic Senate has recommended that

> . . . all candidates for multiple subject credentials be required to complete a course or demonstrate competency in the ability to teach composition and to prescribe remediation for typical student writing difficulties.

There has been discussion about asking the Commission for Teacher Preparation and Licensing to mandate the requirement statewide.

During the past year, the California State University and Colleges and the University of California have held two major conferences addressing the problem of basic skills of entering freshmen, the second conference including representatives from secondary education and the Community Colleges. Recommendations from these two

conferences include an endorsement of the Bay Area Writing Project, proposals for permanent intersegmental committees to address issues related to the reading and writing skills of entering students, and a call for joint development of diagnostic mathematics examinations. Implementation of the recommendations is currently being planned. In addition, joint projects are being sponsored by the University's Instructional Improvement Fund and the State University's Fund for Innovation and Improvement in the Instructional Process.

The California Community Colleges have long been involved in the teaching of basic skills and are regularly exploring new and better methods of teaching such skills. Learning assistance centers which offer individualized instruction in basic verbal, reading, mathematics, and study skills are being set up on many campuses. Peer tutoring, the establishment of reading and writing proficiency standards, comprehensive staff development in writing and reading skills, and the use of flexible scheduling in skills programs are all being tried as methods of improving student skills. In addition, the Chancellor's Office of the California Community Colleges has formed a Chancellor's Advisory Committee on Basic Skills. This committee is currently compiling a survey to assess what is being done in the area of basic skills in Community Colleges throughout the State, and will ultimately make recommendations regarding basic skills education. The Academic Senate for the California Community Colleges has also become interested in this area and has sponsored a successful conference and passed several resolutions dealing with academic standards and basic skills.

While considerable activity is underway in all segments to reverse the decline in writing skills, intersegmental communication should be increased in order to share knowledge of what approaches are working and what new programs, tests, or proficiency standards are being instituted. For example, in view of the new high school proficiency standards law, the Community Colleges should be working with local high school districts as well as with the State University on its new English Placement Test. The Commission will continue to monitor segmental activities in this area and assist the segments in sharing information and developing cooperative approaches to solving the basic skills problem.

Regional Planning

- Design a structure for regional planning and make appropriate recommendations on this and other alternatives to the Governor, Legislature, and segments of postsecondary education. (1976 Plan)

This recommendation was accomplished with the publication of the report, entitled Regional Planning for Postsecondary Education, which was adopted by the Commission in February 1976. A bill embodying the report's recommendations was introduced in March 1976 by Assemblyman Vasconcellos, but was defeated in the Assembly Ways and Means Committee.

In 1977, Assemblyman Boatwright introduced AB 1242, which was essentially the same bill as that introduced by Mr. Vasconcellos in 1976. However, consistent with its December 1976 "Declaration of Policy," the Commission requested the author to drop the stipulations designating the Commission as the "lead agency" and, instead, assign to the Commission the evaluation of the regional councils' pilot project.

Although these changes were introduced, the Assembly Permanent Subcommittee on Postsecondary Education voted to retain the Commission both as lead agency and evaluator. The bill was sent to Assembly Ways and Means where it was voted out with full appropriations in June. Later that month AB 1242 passed the Assembly floor by a 64 to 4 vote. The bill was amended in the Senate Education Committee to replace the Commission as lead agency with the State University, but with the Commission still required to evaluate the program and to have a representative on the advisory panel. The bill passed the Senate 30 to 3 on September 7. On September 8, the Assembly concurred with the Senate's amendments and sent the bill to the Governor. The Governor vetoed the regional councils' bill with the following message:

> For colleges to cooperate is a worthy objective and could curtail duplication of educational services--but not at the expense of more State dollars.

Given the Legislature's passage of Assembly Concurrent Resolution 159 (Resolution Chapter 213, 1974 Legislative Session), which directed the Commission to develop a plan for establishing regional councils, and the Legislature's passage this year of the resultant regional planning bill (AB 1242), it seems clear that the will of the Legislature is to institute, at least on a pilot basis, regional planning for postsecondary education.

The Commission continues to believe that the regional councils' pilot program

> . . . would result in an excellent assessment of the possibilities of regional planning for California postsecondary education, and would provide information about the advantages and disadvantages of different approaches to regional planning . . ..

Legislation to implement the regional planning pilot program will again be sought by the Commission in the 1978 Legislative Session.

Collective Bargaining

- Monitor all legislation which would establish and/or affect collective bargaining in postsecondary education. (1976 Plan)

- Develop a series of assumptions upon which any collective bargaining for postsecondary education should be based. (1976 Plan)

- Establish a central depository for information on the number and varying provisions of contracts signed, should collective bargaining be further extended to public postsecondary education personnel. (1976 Plan)

The Commission continues to monitor all collective bargaining legislation. A brief summary of each bill and a report on its status is included in the annual report on legislation. As collective bargaining bills are introduced, each author is advised of the Commission's position on this issue, as reflected in two policy statements: "The Impact of Collective Bargaining on Postsecondary Education" (June 9, 1975) and "A Statement of Policy on Collective Bargaining" (March 19, 1975).

Major legislation which would have extended collective bargaining to the four-year public segments was introduced in 1977, but was not successful. The California Community Colleges remain the only segment of public higher education for which collective bargaining has been authorized. The academic year 1976-77 was a busy one for collective bargaining in Community Colleges as faculties voted on the bargaining agents to represent them. However, according to a survey of collective bargaining in the Chronicle of Higher Education on May 31, 1977, only about 20 percent of the Community Colleges in California had collective bargaining agreements at that time.

Sample collective bargaining agreements from other states have been acquired by Commission staff. In general, however, there has been no need to analyze such agreements for variety of content, inasmuch as the scope of negotiations has generally been spelled out in the legislation which authorized collective bargaining in the Community Colleges.

Stabilized, Declining, and Shifting Enrollments

- Analyze the effects of enrollment dynamics and nonenrollment-driven funding procedures on State support for post secondary education. (1977 Update)

- Examine the effects of changes in enrollments on funds for instructional innovation. (1977 Update)

- Study and report on potential consequences of collective bargaining and reductions-in-force legislation. (1977 Update)

The 1977 Update identified "the maintenance of academic quality and vitality in a period of slowly growing, stabilized, and declining student enrollments" as one of the major challenges to colleges and universities, particularly since California's public institutions receive most of their instructional funds on the basis of enrollment.

During the past year, the significant decline in the Average Daily Attendance (ADA) at the Community Colleges and the stabilized enrollments at the University and the State University indicate that the "steady state era" is here.

Due to new political, social, and economic realities, postsecondary institutions have witnessed the end of a period of unusually high growth. Currently, postsecondary institutions are experiencing a period no less unusual. Just as postsecondary institutions adapted to enrollment expansion in the 1960s, so must they now respond to an equally rapid decline in the rate of enrollment growth.

According to figures from the California Department of Finance, between 1972 and 1976 total enrollment (headcount, not Full-Time Equivalent students - or FTE) at the University of California was projected to increase from 78,865 to 90,806 reflecting a 15.1 percent increase (annual growth rate, 3.8 percent) 2/ However, actual enrollment (headcount) increased from 80,478 to 91,520 indicating an increase of 13.7 percent (annual growth rate 3.4 percent) 3/ It is interesting to note that between 1976 and 1985, enrollment is projected to increase a mere 2.2 percent for the nine-year period (annual growth rate, .24 percent).

2/ All enrollment projections are provided by the California Population Research Unit, Department of Finance. Please Note: These projections are for nonbudgetary purposes only and have not been submitted to segmental officials for approval.

3/ Actual enrollment figures used throughout this section are from the California Postsecondary Education Commission's Information Digest, 1977.

Similarly, between 1972 and 1976, total enrollment (not FTE) at the California State University and Colleges was projected to increase from 216,422 to 261,139 (an increase of 20.7 percent), while the actual enrollment increase was from 216,422 to 233,862, an increase of only 8.0 percent over the four-year period. Current projections for the California State University and Colleges (1976 to 1985) are for a 9.0 percent increase.

Although evidence of the declining growth rate is not as obvious with respect to the California Community Colleges, they too are moving toward a "steady state." While actual enrollments between 1972 and 1976 increased by 48.3 percent, current projections show Community College enrollments increasing by only 20.0 percent between 1976 and 1985. Clearly, we are reaching a period of slow or no growth, a period of "steady state," in each of the three public segments.

The specific problems of "steady state" do not lend themselves to a single study with comprehensive recommendations. However, it is appropriate to identify some of the underlying problems created by a "steady state era" in postsecondary education and to seek to modify their potentially negative impact on the quality of education in the State. The Commission has been doing this in a number of ways over the past year.

For example, the review of segmental budgets has revealed that in the public segments, budget planning is frequently linked to current and projected enrollment patterns. Enrollment-budgeting formulas that are utilized during a period of rapidly increasing enrollments may be harmful to use under reverse conditions. A good example of this is the system whereby funds are taken away from institutions or programs experiencing enrollment declines. The monies withheld often total more than the amount of operational funds saved from a decline in enrollments.

The Commission's two-year study of Community College finance considered at length the impact of sharp drops in average daily attendance in Community Colleges, especially in those low-wealth districts which receive large amounts of State aid per student. In June 1977, the Commission recommended that the State aid formula be revised to provide temporary relief to low-wealth districts by reducing the amount of State aid they would lose in the first year of enrollment decline.

Of equal importance to budgetary matters affected by enrollment declines, is the contention by the public segments that each year the percentage of students in high cost disciplines such as computer science, mathematics, agricultural sciences and engineering has increased. If this is in fact the case, perhaps there should be a

reordering of priorities in the funding of various campus disciplines.

It is clear that the manner in which the institutions, the segments and the State respond to enrollment declines can have profound effects upon the character and quality of educational programs. For example, if program continuity is interrupted (key courses in major areas cancelled), students may avoid the program or choose another institution in numbers much greater than expected, thus compounding the rate of decline in attendance. Or an academic department may be led, because of declining enrollments, to initiate "popular" courses merely to attract more students. Finally, departments operating near the lay-off margin may be forced by small dips in enrollment to dismiss nontenured faculty they might need and wish to retain in subsequent years.

In conclusion, it is necessary that postsecondary institutions plan for the future with an eye toward declining enrollments. Budgetary planning should reflect the possibility of decreased funding which may in turn call for a restructuring of funding priorities. The Commission will continue to work with the segments in meeting the challenges of the "steady state" era.

IV. PROGRAM AND FACILITIES PLANNING

Program Planning

COMPREHENSIVE SURVEYS OF SELECTED FIELDS OF STUDY

- Complete a comprehensive, intersegmental review of the following program areas:

  Teacher Education

  Health Professions (including Veterinary Medicine) (1976 Plan)

- Segments should report to the Commission on the status of Engineering and Engineering Technology programs in their respective segments. (1976 Plan)

In conjunction with its program review activities, the Commission from time to time recommends that comprehensive, intersegmental surveys of selected fields of study be conducted. In the Commission's first Five-Year Plan, the fields of Engineering, Teacher Education, and the Health Sciences were designated for special review.

Under a grant to the Commission from the National Science Foundation, a report on engineering education has been prepared by a consultant and is currently being reproduced for distribution.

As currently planned, the teacher education survey focuses on current supply and demand in three levels of teacher training programs--teacher aide or assistant programs leading to a certificate or associate degree; traditional baccalaureate credential programs; and graduate and in-service programs. The immediate purpose of the study is to provide a context for the review of new and existing teacher training programs, but it should touch on a variety of related issues. Depending on the availability of staff resources, the study is scheduled for completion in June 1978.

The report, Health Manpower Study of Selected Health Professions in California, prepared by a consultant, has been transmitted to the appropriate legislative committees. A summary of the report and selected recommendations relating to the work of the Commission were adopted by the Commission in June 1977. One of the key recommendations--that the Commission develop a statewide educational plan for the health professions--has been embodied in legislation

which calls on the Commission to prepare such a plan each year. The Commission's current budget provides for an additional staff member to carry out this assignment.

Other fields of study--including the performing arts, computer sciences, and social work and community service--have been designated for review as soon as staff resources allow.

COORDINATING HIGHLY SPECIALIZED PROGRAMS

- The State University and Colleges should develop a comprehensive policy and plan for the allocation of graduate programs among its campuses and submit the plan to the Commission. (1976 Plan)

- The Chancellor's Office of the California Community Colleges should develop a plan for the allocation of highly specialized occupational programs on a regional basis and submit the plan to the Commission. (1976 Plan)

The Commission recommended that two of the public segments develop plans for the allocation of specialized programs throughout the State. It called on the State University and Colleges to prepare a comprehensive policy and plan for establishing new graduate programs on campuses within the system. The Chancellor's Office has not yet submitted such a plan.

The Commission also recommended that the Chancellor's Office of the California Community Colleges prepare a plan for the establishment of highly specialized occupational programs on a regional basis. The Chancellor's Office has identified a number of programs as being highly specialized and distributed this list to campuses, but as yet has not developed a plan for the suggested location of these programs on a regional or statewide basis.

EDUCATION AS PREPARATION FOR EMPLOYMENT

The 1977 Update called attention to the range of questions associated with the relationship between education and career. Without proposing specific courses of action, it urged that such topics as manpower supply and demand, the underemployment of the highly educated, the assimilation of specialized industrial training programs by public institutions, and similar subjects be widely discussed. The Commission will keep these topics on its agenda and foster debate on them whenever it seems appropriate. (See Section I, "People, Jobs, and Postsecondary Education.")

Facilities Planning

COMMUNITY COLLEGE DISTRICT ORGANIZATION

In the 1977 Update of the Five-Year Plan, the need for an examination of Community College district boundaries was considered. In that discussion, it was noted that the movement of population can often dramatically affect the number of persons served, tax bases, ethnic composition, age groupings, and other factors which may either enhance or diminish the ability of a district to serve effectively.

The experiences of the past year have reinforced the belief that a major study of district organization would be advisable. Investigations of specific proposals for new campuses and off-campus centers in Orange and Santa Clara counties have indicated the strong possibility that existing boundary lines have had the effect of restricting access to proximate Community College facilities for students living near those facilities but in adjacent districts.

Because of the seriousness of this problem, discussions were held between representatives of the Commission and the Board of Governors for the purpose of developing a plan for the study and for the introduction of legislation during the 1978 session of the Legislature to authorize and fund it. Equal participation by both the Commission and the Board of Governors is anticipated.

In the interim, the Department of Finance has formally requested Commission staff to make a comprehensive study of the boundary lines of the four Community College districts in Orange County since that county is the leading growth area in the State and the one most in need of additional space to house a rapidly increasing student population. It is anticipated that this study will explore a wide variety of issues, including student flow, tax structures, demographic characteristics, optimum district size, campus locations, administrative realignments, and the advantages and disadvantages of on-campus versus off-campus instruction. The study could provide a model for district reorganization.

FINANCIAL SUPPORT FOR OFF-CAMPUS OPERATIONS

As noted in last year's Update, the growth of off-campus operations throughout postsecondary education has been impressive, especially at the Community College level. The Commission's first inventory of off-campus facilities clearly demonstrated this, and the second inventory indicates that the trend is continuing. At present, most of these facilities are very small, both in terms of enrollment and courses offered, and are housed in quarters that are either donated

or rented at a nominal cost. Nevertheless, an increasing number of these centers are becoming permanent operations, either owned or being purchased by the host campus or district. The proper role of these centers in the educational mission of the Community Colleges and the means of financing them are rapidly becoming major policy issues.

To date, neither the University of California nor the California State University and Colleges has proposed an off-campus operation of sufficient size to involve State funds or otherwise lead the Commission to become directly involved in a review process. Since facilities, on or off-campus, in either of these segments generally involve State money, the procedures for review and approval are relatively routine. With the Community Colleges, however, such is not the case. In the past year, the Commission reviewed four major off-campus operations and anticipates the review of several others in the near future. Some of these projects involved no State money while others were to be financed mostly through State funds.

The Commission approved some of these projects without significant reservations, while others were conditionally approved pending resolution of various uncertainties such as site selection, cooperation with vocational education agencies, etc. In reviewing them, the Commission considered questions of duplication of effort with main campuses, proximity to other facilities in adjacent districts, the likelihood of a center developing into a full campus, and the economic utility of purchasing a facility rather than continuing a lease. Once approved, the project was immediately eligible for State funding for acquisition or construction.

Not only did the Commission approve the use of State funds for permanent acquisition of off-campus operations in the Community Colleges, it also approved the use of State funds for the leasing of off-campus facilities. That recommendation called for the appropriation of $1 million in State funds to be used on a 50/50 matching basis for rentals or leases of privately owned off-campus facilities by the Community Colleges. To date, funds have not been approved by the Legislature for this purpose.

In the coming year, the Commission will continue to consider approving funding for the permanent establishment of off-campus operations in all three public segments. In addition, work will proceed with representatives of the Community College Board of Governors to refine and improve the policies and procedures for the review and approval of off-campus operations. Through this approach, it is anticipated that agreement will be reached on the proper role of off-campus educational programs and facilities in the California Community Colleges.

APPENDICES

APPENDIX A

Commission Publications, 1976 - 1977

APPENDIX A

Commission Publications, 1976-1977*

REPORT NUMBER	TITLE
76-1	Through the Open Door: A Study of Patterns of Enrollment and Performance in California's Community Colleges; final report (2/76)
76-2	Establishing Community Advisement Centers: A Proposal (2/76)
76-3	Regional Planning for Postsecondary Education: Objectives Obstacles, Alternatives (2/76)
76-4	Faculty Salaries, Fringe Benefits, and Total Compensation at the University of California and the California State University and Colleges; final report (4/76)
----	Annual Report, 1976 (4/76)
76-5	Veterinary Medical Education in California: An Assessment of the Need for Expansion (4/76)
76-6	Equal Opportunity in California Postsecondary Education: Part I (4/76)
76-7	The Role of the State in Private Postsecondary Education: Recommendations for Change (7/76)
----	A Summary of Postsecondary Education Legislation: 1975-76 Regular Session (1976, Parts 1 and 2)
----	Another Time, Another Place . . .; proceedings of the Symposium on Credit for Prior Experiential Learning, San Francisco (November 5, 1976)
----	The Role of the Commission in California Postsecondary Education: A Declaration of Policy (12/76)

*Copies of these reports may be obtained through Interlibrary Loan.

REPORT NUMBER	TITLE
----	Faculty Salaries, Fringe Benefits, and Total Compensation at the University of California and the California State University and Colleges; preliminary report. (12/76)
----	Common Enrollment Related Terms for the University of California and the California State University and Colleges (12/76)
----	1976 High School Eligibility Study (12/76)
----	Report on Western Interstate Commission on Higher Education by C. Brice Ratchford (1/77)
77-1	Planning for Postsecondary Education in California: A Five-Year Plan Update, 1977-1982 (1/77)
77-2	Community College Education in Orange County, California: The Challenge of Growth in an Era of Limits (3/77)
----	Information Digest, 1977
----	Annual Report, 1977 (4/77)
77-3	Financial Support for the California Community Colleges (6/77)
----	Methods of Two-Year College Finance in Selected States; supplement to study 77-3 (6/77)
77-4	Equal Educational Opportunity in California Postsecondary Education: Part II (6/77)
----	California Independent Colleges and Universities: Current Fund Revenue and Expenditures Analysis by John Minter Associates (7/77)
----	Directory of California Colleges and Universities: A Guide to Degree-Granting Institutions in California (10/77)
----	Inventory of Academic and Occupational Programs in California Colleges and Universities (10/77)
----	Preliminary Annual Report on Faculty Salaries and Cost of Fringe Benefits at the University of California and the California State University and Colleges: 1978-79 (12/77)

APPENDIX B

ACTUAL AND PROJECTED UNDERGRADUATE STUDENT ENROLLMENT BY AGE AND SEGMENT FOR CALIFORNIA POSTSECONDARY INSTITUTIONS

Table 1(a): Enrollment Patterns for the University of California

Segment	Total Enrollment	19 & Under	20-24	25-29	30-34	35 & Over
1972[1/]	80,478	30,322	42,962	4,798	1,078	1,318
1973	85,281	34,115	42,731	5,459	1,591	1,386
1974	87,877	33,157	46,396	5,606	1,396	1,322
1975	92,401	33,435	49,806	6,034	1,612	1,514
1976	91,520	32,098	50,693	5,622	1,683	1,424
1977[2/]	89,957	31,919	48,904	6,000	1,642	1,492
1978	89,904	31,876	48,813	6,055	1,650	1,510
1979	90,341	31,825	49,093	6,185	1,683	1,555
1980	90,773	31,374	49,705	6,348	1,740	1,606
1981	91,235	31,111	50,137	6,535	1,785	1,667
1982	91,619	30,791	50,544	6,707	1,824	1,753
1983	92,115	30,198	51,242	6,927	1,893	1,855
1984	92,440	29,221	52,089	7,172	1,991	1,967
1985	92,786	28,557	52,552	7,482	2,099	2,096

Table 1(a) (continued)

1/ For each public segment, historical figures for the years 1972-76 are from CPEC's Information Digest, 1977.

Please note that for these years, there were a number of "no responses" reported for the University of California and Community Colleges. These "no responses" were prorated across the various age segments; allowances must be made for a slight, but insignificant margin of error due to rounding off to whole numbers.

The "no responses" were broken down as follows:

	1972	1973	1974	1975	1976
UC	1,104	10,868	526	846	753
CC	5,735	1,505	1,177	3,599	2,190

2/ All projections for the years 1977-85 are from the Population Research Unit, California Department of Finance.

Please note that these figures are for nonbudgetary purposes only, and have not been submitted to segmental officials for approval.

ACTUAL AND PROJECTED UNDERGRADUATE STUDENT ENROLLMENT BY AGE AND SEGMENT FOR CALIFORNIA POSTSECONDARY INSTITUTIONS

Table 1(b): Enrollment Patterns for the California State Universitiy and Colleges

Segment	Total Enrollment	19 & Under	20-24	25-29	30-34	35 & Over
1972[1/]	216,422	41,162	112,826	37,515	11,726	13,193
1973	223,130	43,263	112,674	39,518	13,308	14,367
1974	225,738	44,490	113,890	38,730	13,714	14,914
1975	239,051	45,263	119,860	40,524	15,790	17,614
1976	233,862	45,386	120,266	36,710	15,563	15,937
1977[2/]	239,253	45,441	124,665	35,831	16,546	16,770
1978	240,226	45,451	124,956	35,888	16,762	17,169
1979	241,375	45,198	125,184	36,448	16,997	17,548
1980	242,430	44,223	125,837	37,090	17,369	17,911
1981	243,392	43,537	126,073	37,791	17,658	18,333
1982	243,463	42,662	125,756	38,288	17,758	18,999
1983	241,394	40,881	124,576	38,478	17,981	19,478
1984	239,221	38,554	123,479	38,759	18,392	20,037
1985	237,671	36,795	121,731	39,440	18,946	20,759

1/ Refer to Footnote 1, Table 1(a).

2/ Refer to Footnote 2, Table 1(a).

ACTUAL AND PROJECTED UNDERGRADUATE STUDENT ENROLLMENT BY AGE AND SEGMENT FOR CALIFORNIA POSTSECONDARY INSTITUTIONS

Table 1(c): Enrollment Patterns for the California Community Colleges

Segment	Total Enrollment	19 & Under	20-24	25-29	30-34	35 & Over
1972[1/]	724,432	227,884	208,539	107,531	64,690	115,778
1973	852,817	232,838	231,656	140,088	89,483	158,752
1974	959,707	242,586	249,386	168,651	97,982	201,102
1975	1,101,548	261,618	277,303	196,412	120,017	246,198
1976	1,074,669	260,466	285,858	189,474	111,058	227,813
1977[2/]	1,301,933	284,985	321,036	223,948	140,368	331,596
1978	1,344,216	291,775	328,489	230,095	148,124	345,733
1979	1,381,986	295,100	336,592	235,258	154,986	360,050
1980	1,416,387	298,198	345,030	238,290	160,875	374,994
1981	1,448,747	298,599	354,557	240,052	165,712	389,871
1982	1,470,961	294,375	360,383	242,941	169,055	404,207
1983	1,488,667	288,356	364,993	245,883	171,760	417,725
1984	1,499,840	281,767	364,196	249,334	173,906	430,637
1985	1,504,650	271,391	362,249	253,269	174,575	443,166

1/ Refer to Footnote 1, Table 1(a).

2/ Refer to Footnote 2, Table 1(a).

APPENDIX C

Annual List of Proposed Programs Representing Possible Duplication

APPENDIX C

ANNUAL LIST OF PROPOSED PROGRAMS REPRESENTING POSSIBLE DUPLICATION

In outlining its role in program planning and coordination, the Commission adopted guidelines which specify that equal, if not greater, attention be given to degree and certificate programs projected for initiation a year or more in the future than to those scheduled for immediate implementation. For the past two years, therefore, Commission staff has examined the lists of proposed programs appearing in the annually updated master plans of each of the public segments and on the basis of criteria developed in consultation with the Intersegmental Program Review Council, has identified those projected programs which appear to represent possible unnecessary duplication or which, for a variety of reasons, appear to be of questionable need. Programs so designated have been published in the Commission's Five-Year Plan and its subsequent Update.

The following lists of proposed programs for the period 1977-82 were identified through a similar process.

Intersegmental Program Areas

Because some program areas present special articulation or job market considerations, they need to be viewed from an intersegmental perspective. In these fields, programs are offered at all degree levels from the certificate to the doctorate; a significant number of programs already exist; or job classifications within the related occupational field are still emerging or being revised. As a result, all new programs within these fields should be reviewed carefully.

The program areas with strong intersegmental implications are listed separately. If a college considering a new program in one of these areas determines to proceed with its plans to offer the program, the proposal should contain a careful description of the program's purpose and a convincing argument for its appropriateness and need. The program areas, along with the number of proposed programs and options in each area by segment, are the following:

Agriculture

University of California	0
California State University and Colleges	1
California Community Colleges	107

Engineering

University of California	1
California State University and Colleges	3
California Community Colleges (Engineering and Related Fields, CID Number 0900)	382

Computer Science

University of California	0
California State University and Colleges	7
California Community Colleges	25

Fine and Performing Arts

University of California	2
California State University and Colleges	7
California Community Colleges	134

Health Sciences

University of California	2
California State University and Colleges	11
California Community Colleges	307

Public Affairs and Services

University of California	3
California State University and Colleges	9
California Community Colleges	144

Segmental Programs

The following programs have been identified according to stated criteria as those which represent possible unnecessary duplication. A campus proposing one of these programs is urged to reconsider its intention to offer it. If a campus chooses to proceed with its plans to establish the program, despite the caution conveyed here, it should be prepared to provide exceptional justification of need.

UNIVERSITY OF CALIFORNIA
Individual Programs

Comparative Literature - MA/PhD - Davis (1978)

1. Proliferation of programs at the PhD level in areas of low occupational demand

Administration - M Admin - Davis (1978)

1. Identified as program area of special concern for intersegmental planning

Anthropology - PhD - Irvine (TBD)*

1. Proliferation of programs at the PhD level in areas of low occupational demand
2. Duplication of graduate programs in a geographic area

Economics - PhD - Irvine (TBD)

1. Duplication of graduate programs in a geographic area

Applied Ocean Sciences - MS/PhD - San Diego (TBD)

1. Possible duplication of graduate programs in a geographic area
2. Possible overlap with already existing programs
3. Uncertain job market

Classical Studies - MA - San Diego (TBD)

1. Systemwide enrollments still extremely small
2. Proliferation of graduate programs in areas of low occupational demand

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*Date to be determined.

Genetics - PhD - San Diego (1978) - Joint degree program with SDSU

1. Duplication of graduate programs in a geographic area, ie., PhD program already exists at UC-Riverside and UC-Irvine

2. All joint degree programs subject to special review

Medical Physics - PhD - San Diego (1978)

1. Duplication of graduate programs in a geographic area

Genetics - PhD - San Francisco (1978)

1. Duplication of graduate programs in a geographic area, ie., PhD programs in genetics exist already at Berkeley and Davis

Program in Administration - M Admin - Santa Barbara (TBD)

1. Identified as program area of special concern for inter-segmental planning

Classics - PhD - Santa Barbara (TBD)

1. Proliferation of programs at the PhD level in areas of low occupational demand

2. Duplication of graduate programs within a geographic area, ie., PhD programs in classics at UCLA and Irvine already

Geography - PhD - Santa Barbara (TBD)

1. Duplication of graduate programs in a geographic area

2. Proliferation of programs at the PhD level in areas of low occupational demand

School of Law - Santa Barbara (TBD)

1. Requires full scale review and evaluation

The most recent program projections submitted by the University of California list fifty-five new or projected programs. Thirteen of these, or 23.6 percent, are included on this designated list as programs that will require special justification if the campus chooses to develop them.

In addition to proposed programs being questioned on the basis of stated criteria, the Commission feels a number of others are of such a nature that they should be reviewed with special attention, if and when proposals for them are presented.

Manufacturing Engineering	BS	Berkeley	(1978)
Animal Biology	BA	Davis	(TBD)
Applied Ecology	BA	Davis	(1978)
History Theory and Criticism of the Arts	PhD	Irvine	(TBD)
Folklore and Mythology	PhD	Los Angeles	(1978)
Chicano Studies	MA	Los Angeles	(TBD)
Honors Program in the Visual Arts	BA/BFA	San Diego	(1978)
Human Services Administration	MA	San Diego	(TBD)
Personality Psychology	BA	San Diego	(TBD)
Science, Technology, and Public Affairs	PhD	San Diego	(TBD)
Bioethics	PhD	San Francisco	(1978)
Music	MM/DMA	Santa Barbara	(TBD)
Evaluation Methodology	MA	Santa Barbara	(TBD)

CALIFORNIA STATE UNIVERSITY AND COLLEGES
Individual Programs

Physical Science - MS - Bakersfield (1979)

1. Proliferation of programs at the Master's level when statewide enrollments are dropping substantially

Community Services - MA - Chico (1978)

1. Identified as program area of special concern for intersegmental planning

Social Science - MA - Dominguez Hills (1980)

1. Proliferation of programs at the Master's level in areas of low occupational demand

2. Possible duplication within a geographic area

Recreation Administration - MS - Fresno (1978)

1. Proliferation of programs at the Master's level in areas of low occupational demand

Asian Studies - BA - Fullerton (1977)

1. Duplication of programs in the Los Angeles area

2. Very small enrollments systemwide, and yet they are still declining significantly

Child Development - MA - Northridge (1978)

1. Identified as program area of special concern for intersegmental planning

Multidisciplinary Techniques - BS - Pomona (1977)

1. Proliferation of programs in areas (social science) with substantial enrollment declines

2. Creation of program training people in area of uncertain job market demand

English - MA - San Bernardino (1978)

1. Duplication of programs in a geographic area
2. Proliferation of programs at the Master's level in areas with substantial enrollment declines over the past four years
3. Proliferation of programs in areas of low occupational demand

Human Development - MA - San Bernardino (1977)

1. Identified as program area of special concern for intersegmental planning

Sociology - MA - San Bernardino (1977)

1. Proliferation of Master's level programs in fields with substantial enrollment declines systemwide
2. Uncertain job market for graduates

Recreation Administration - MA - San Diego (1978)

1. Identified as program area of special concern for intersegmental planning

Aeronautics Administration - MS - San Jose (1977)

1. Duplication of programs within a geographic area
2. Uncertain job market for graduates

Aeronautics - MS - San Jose (1979)

1. Uncertain job market for graduates

Natural Science - MS - Stanislaus (1978)

1. Substantial enrollment decline systemwide over the past three years

CALIFORNIA STATE UNIVERSITY AND COLLEGES
Program Areas of Special Intersegmental Concern

PERFORMING AND FINE ARTS (Seven new programs projected)

Art		
Dominguez Hills	MA	(1978)
San Bernardino	MA	(1979)
Hayward	MA	(1977)
Sonoma	MA	(1979)
Fine Arts		
Bakersfield	MA	(1979)
Music		
San Francisco	MM	(1977)
Sonoma	MA	(1977)

ADMINISTRATION (Four new programs projected)

Public Administration		
Fresno	MPA	(1977)
San Francisco	MA	(1977)
San Jose	BA	(1977)
International Administration		
Pomona	MIA	(1977)

COMPUTER AND INFORMATION SCIENCES (Seven new projected programs)

Computer Science

Dominguez Hills	BS	(1977)
Sacramento	MS	(1978)
Bakersfield	BS	(1979)
Fresno	MS	(1977)
Stanislaus	BS	(1977)

Information Systems

San Francisco	BA	(1977)
San Francisco	MA	(1979)

HEALTH PROFESSIONS (Eleven new programs projected)

Health Science

Dominguez Hills	MS	(1979)
Fullerton	BS	(1978)
Pomona	BS	(1977)
San Bernardino	MS	(1980)
Sonoma	BA	(1978)

Nursing

Sacramento	MS	(1977)
San Francisco	MS	(1978)
Bakersfield	MS	(1977)
San Diego	MS	(1978)

Physical Therapy

San Jose	BS	(1979)

Speech Pathology and Audiology

San Bernardino	BA	(1978)

The most recent master plan submitted by the California State University and Colleges lists 114 new or projected programs. Forty-three of those, or 37.7 percent, are included on this designated list as programs that will require special justification if the campus chooses to develop them.

In addition to proposed programs being questioned on the basis of stated criteria, a number of others, the Commission feels, are of such a nature that they should be reviewed with special attention, if and when proposals for them are presented.

Human Services	BA	Bakersfield	(1979)
Humanities	MA	Chico	(1977)
Humanities	MA	Dominguez Hills	(1977)
Marriage and Family Counseling	MS	Dominguez Hills	(1979)
Mexican-American Studies	MA	Fresno	(1978)
Mexican-American Studies	MA	Los Angeles	(1978)
Urban Education	MA	Los Angeles	(1977)
Latin American Studies	BA	Sacramento	(1978)
Forensic Science	MS	Sacramento	(1977)
Animal Technology	BS	San Luis Obispo	(1979)
Environmental and Systematic Biology	BS	San Luis Obispo	(1978)
Manufacturing Engineering	BS	San Luis Obispo	(1979)
Architectural Engineering	MS	San Luis Obispo	(1979)
Construction Engineering	MS	San Luis Obispo	(1980)

CALIFORNIA COMMUNITY COLLEGES
Program Areas 1/

Ornamental Horticulture (0109, 0133, 0134) 2/
25 programs projected

Ecology and Natural Resources Management (0115, 0422)
13 programs projected

Recreation, Tourism, Park Management (0542, 0851, 2103)
37 programs projected

Banking and Finance (0504)
12 programs projected

Hotel and Restaurant Management (0508)
16 programs projected

Real Estate (0511)
13 programs projected

Insurance (0512)
15 programs projected

Communications and Radio/TV (0603, 0605)
30 programs projected

Computer and Information Science (0700)
25 programs projected

Educational Assistant (0805)
29 programs projected

General Engineering (0901)
13 programs projected

Biomedical Engineering (0905, 0999)
17 programs projected

Diesel (0930)
12 programs projected

1/ Proposed program totals include options.

2/ Numbers in parenthesis are those assigned to Community College programs under the Classification of Instructional Disciplines.

Appliance Maintenance (0940)
12 programs projected

Environmental Control, Air Conditioning/Refrigeration (0936, 0944, 0945)
28 programs projected

Auto Body and Fender (0946)
13 programs projected

Auto Mechanics/Technology (0947, 0948)
23 programs projected

Small Engine Repair (0949)
22 programs projected

Aviation Maintenance (0950)
11 programs projected

Pilot Training (0951)
5 programs projected

Water and Waste Water Technology (0958)
14 programs projected

Photography/Cinemotography (1010, 1011)
21 programs projected

Graphic Arts (1030, 1099)
31 programs projected

Nursing (1203, 1239)
23 programs projected

Occupational Therapy (1208)
10 programs projected

Physical Therapy (1212)
18 programs projected

Dental Hygiene/Assistant/Technician (1213, 1224, 1230)
25 programs projected

Medical Lab Technician (1223)
17 programs projected

Radiologic Technician (1225)
17 programs projected

Mental Health or Psychiatric Technician (1234, 1239)
22 programs projected

Medical Assisting (1244, 1299)
29 programs projected

Care and Guidance of Children (1330)
16 programs projected

Legal Assistant (1401, 1499)
27 programs projected

Public Administration (2102)
25 programs projected

Social Work, Helping Services, County Services (2101, 2104)
37 programs projected

Food Service Technology (3002)
18 programs projected

Cosmetology/Barbering (3006, 3007)
10 programs projected

The most recent inventory of programs submitted by the Chancellor's Office of the California Community Colleges lists 1,976 projected programs or options. Altogether 1,337 of these, or 67.7 percent, are included on this designated list of programs that will require extraordinary justification, if the college chooses to develop them.